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ABSTRACT

This Consolidated Youth Employment Program demonstration (CYEP), implemented in eight prime sponsor areas in fiscal 1979, consolidated the activities and services formerly provided by the Summer Youth Employment Program, the Youth Community Conservation and Improvement Projects, and the Youth and Employment Training Programs. The fundamental elements of this two-year demonstration program include a simplified planning framework to utilize fully the flexibility resulting from consolidation of summer, school-year, and year-round and in- and out-of-school programs; an individualized service delivery approach; reports on participants, services, and expenditures; specification of new individual performance requirements; local establishment of benchmarks of achievement to assess progress of participants towards basic competencies required for successful employment; emphasis on linkages with education and vocational education; and experimentation with flexibility in allowance payments. The first two quarterly assessments indicate the basic soundness of the notions involved in CYEP, but also the challenges in implementation. Problems and recommendations for solving problems in the areas of program planning, administration, and enrollment were discussed. (Related youth knowledge and development reports are available separately through ERIC--see note.) (MN)

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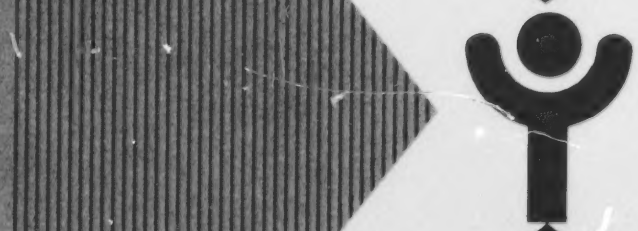
YOUTH KNOWLEDGE DEVELOPMENT REPORT

DESIGN AND ORGANIZATION ALTERNATIVES
The Consolidated Youth Employment Program (CYEP) Planning and Early Implementation

ED203073

CE 029 123



May 1980

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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YOUTH KNOWLEDGE DEVELOPMENT REPORT 9.1

THE CONSOLIDATED YOUTH EMPLOYMENT PROGRAM (CYEP) PLANNING AND EARLY IMPLEMENTATION

OFFICE OF YOUTH PROGRAMS

May 1980

OVERVIEW

The Youth Employment and Demonstration Projects Act created two new youth programs operated by prime sponsors in addition to the Summer Youth Employment Program and youth activities under Title II (youth account for half of Title II participants). These new categorical programs--Youth Community Conservation and Improvement Projects and Youth Employment and Training Programs--were needed to increase the level of services for youth which had declined under Title II from 62 percent in fiscal 1975 to 52 percent in fiscal 1977, to test alternative approaches (tangible work-oriented projects in the case of YCCIP vs service enriched and school-oriented work-experience under YETP), and to promote linkages with schools and community-based organizations as well as other institutional changes.

It was recognized from the outset that these new categorical programs, with their differing age and eligibility requirements, delivery approaches, service mixes, and reporting requirements, would complicate local planning and delivery. The new programs were intended as temporary measures to promote change and to provide a basis for the subsequent development of a comprehensive and coordinated youth policy.

YEDPA was initially authorized for one year only. In the reauthorization of CETA in 1978, the new programs were extended for two more years, but with the clear intent that they would ultimately be consolidated. The administrative provisions of CETA under Title I, Section 127(c), required the Secretary of Labor to report to the Congress, no later than March 1, 1980, proposals for integration and consolidation of the programs established by Part A of Title IV (Youth Employment and Demonstration Programs) and Title VII (Private Sector Opportunities for the Economically Disadvantaged) with the program established by Title II (Part B - Section 214 - Services for Youth). Section 214(b) of Title II states that the Secretary of Labor shall insure that each prime sponsor's plan for serving eligible youth includes provisions for coordinating activities with activities under Part A of Title IV. In addition, the CETA legislation (Section 401) authorizes "a broad range of coordinated employment and training programs for eligible youth in order to provide effectively for comprehensive employment and training services to improve their future employability and to explore and experiment with alternative methods for accomplishing such purposes."

To fulfill this mandate for integration, consolidation and comprehensive service, the Office of Youth Programs, through its Office of Community Youth Employment Programs, mounted a Consolidated Youth Employment Program demonstration in 8 prime sponsor areas in fiscal 1979. Each prime sponsor was provided a single youth grant which included the funds otherwise available under SYEP, YETP and YCCIP which were to be coordinated in planning and delivery with Title II youth expenditures.

Consolidation under CYEP was more than a paper exercise. It represented an attempt to try out some new concepts and to redirect and redesign long-accepted practices and policies in local CETA administration. The fundamental elements of CYEP were:

o A simplified planning framework to fully utilize the flexibility resulting from consolidation, consciously deciding on the mix of summer, year-round and school-year programs, determining the appropriate types of services for different age groups and significant segments and allocating funds between in-school and out-of-school youth on a national basis;

o An individualized service delivery approach providing a mixture of services to youth as needed rather than based on categorical exigencies, with multi-year employability development plans and units of services arranged as building blocks of these plans;

o A new MIS and reporting system to provide more useable information by combining reports on participants, services and expenditures, to serve as a foundation for the individualized treatment approach, and over time, to simplify reporting requirements and reduce paperwork;

o New individual performance requirements for participants spelled out in service agreements indicating the standards for continued participation;

o Benchmarks of achievement established locally to assess progress of participants towards the basic competencies required for successful employment;

o Emphasis on linkages with education and vocational education, i.e., expanding the reach of local CETA programs to serve all youth in need; and

o Experimentation with flexibility in allowance payments and with the use of FLSA exemptions for young teenagers with no previous work experience.

CYEP was initiated as a two-year demonstration. Its purpose was to carefully study the feasibility of these ideas and the responses of the local employment and training system.

On January 10, 1980, President Carter announced the Administration's proposal for a new youth initiative which would provide funding for concentrated remedial academic instruction at the secondary level as well as expanded employment and training efforts for youth. The employment and training proposals were based on the concepts developed in CYEP. Title I of the proposed Youth Act of 1980 would consolidate YETP, YCCIP, and SYEP into a single basic grant provided by formula to prime sponsors. Under this grant, there would be individualized services in a developmental sequence. Benchmarks of employability development would be implemented locally. The management information system would track individual services and performance over time. Flexibility would be provided in the payment of allowances to eliminate the income maintenance preoccupation of employment and training programs.

There are also several features of the Act which would supplement or modify the CYEP concepts. First, the Act envisions a bifurcated local system, with the consolidated basic grant bringing youth up to levels of employability and maturity where they are ready for intensive training for

career entry or transitional employment in a career ladder opportunity. CYEP initially integrated Title IIB services to youth into the same system which covered individuals up to age 22. The approach recommended in the legislation makes more sense conceptually and administratively, and CYEP guidelines can be easily adapted.

Second, the Act alters eligibility requirements, allowing 10 percent of funds to be used for comprehensive services to youth who are not within the income eligibility range (85 percent of the lower living standard). Some eligibility determination has to be made on the basis of needs defined by something other than income. Again, this is easily drafted into CYEP and is consistent with the individualized approach as well as the notion of extending limited services to a larger portion of the youth population.

Third, the proposal introduces the notion of an incentive grant approach for achieving national objectives. Prime sponsors would be offered matching funds if they implemented specific activities meeting national guidelines, for instance, replicating approaches found to be effective in the demonstration programs under YEDPA. While the activities would have to meet the guidelines, they would be integrated into and operate under the same parameters as the basic grants at the local level. Incentives are an alternative to national strictures which reduce the local flexibility provided by consolidation; the incentive approach is supportive of and consistent with CYEP and can be prototyped in CYEP sites.

Fourth, the Act provides discretionary resources for capacity building at the local level. There is a critical need to improve the quality of substantive services as well as the qualifications of employment and training system personnel. CYEP has focused on planning and management issues in the early implementation phase, but the individualized service agreement approach is posited on the notion there will be improved quality in the services offered as well as increased ability to adopt services to individuals.

While legislation is necessary to thoroughly implement the Administration's recommendations, it is possible to move in these directions under current authorization. Greater consolidation can be achieved by altering regulations and removing separate reporting requirements for the different categorical programs since this is clearly the Administration's policy. The "bifurcation" into a developmental system for teenagers and a career entry system for adults and mature young adults can be achieved by policies regarding enforcement of maintenance of effort for youth under Title IIB. Discretionary resources will be increasingly available as current demonstration projects are completed and yield results concerning what works best; these resources can then be used as incentive grants for the replication of effective approaches. Discretionary resources can also be utilized for capacity-building. Finally, the use of 10 percent of funds for "above-income" youth can be accomplished within the YETP authorization simply by loosening regulations which restricted the currently authorized 10 percent exemption to cases matching structured experimental conditions.

It is the policy of the Department of Labor and the Office of Youth Programs to move in these directions administratively if there is not legislation. CYEP is, therefore, a demonstration of central importance.

It is already developing the new MIS systems, benchmark standards, and formats for individual service agreements and the like which will be needed. The lessons learned about implementation will ease the process for other prime sponsors. More than this, however, CYEP can be used to try out the new directions in the Administration's proposals which were not in the original design--focusing the consolidated local system on developing youth to the point of career entry or career training in the adult CETA system, prototyping incentive grants, developing and applying "full-service" technical assistance approaches in substantive areas for application throughout the CETA system, and increasing the flexibility for service to youth in need who are above the 85 percent lower living standard income.

CYEP will be expanded to seven more sites in fiscal 1981 in order to test out the concepts in different conditions; i.e., in large cities and balance-of-state areas not included in the original sites, to develop the replication assistance which will be used in the full-scale implementation of new concept, and to gradually involve more prime sponsors into the new system, i.e., implementing incrementally.

This volume presents the original CYEP design information and the first two quarterly assessments of the success of prime sponsors in implementing CYEP. Because of the compressed time scheduled, with implementation of consolidated approaches nationwide proposed for 1982 in the Administration's legislation and with action intended administratively if legislation does not occur, it is critically important to closely monitor CYEP, to process the lessons for use by others and to make necessary adaptations as rapidly as possible.

The first two quarterly assessments contained in this volume indicate the basic soundness of the notions involved in CYEP, but also the challenges in implementation. The original eight CYEP prime sponsors have all made substantial progress at the planning and conceptual level. Administrative changes are more gradually being put in place. Little change is observable at the delivery level. However, the basic notions have not been usurped and seem to be achieveable. It appears that the individualized approach and consolidation have already led to increased emphasis on year-round activities and on a more intensive sequence of services for youth most in need.

On the other hand, full implementation is clearly a multi-year process, particularly for the CYEP elements which differ most from current ways of doing business. For instance, new service categories and definitions have been adopted in the MIS, but the consolidation of cost, activity and participant information has lagged. Employability plans and service agreements have been developed, but local benchmarks are on a slower track. It will require extensive effort to assure that the concepts adopted by planners and administrators locally are, in fact, filtered down to deliverers. It is important to note that CYEP elements do not undercut current approaches, so that phased implementation is possible and makes sense. In other words, system change can and must be a steady and continuing process rather than an abrupt redirection.

The second volume on the Consolidated Youth Employment Program contains the third quarterly report and the end-of-year review, as well as a revision of

the CYEP design in light of the Administration's proposals, a series of detailed background papers and a special report on computer systems for MIS and service delivery developed and tested in CYEP sites. This first volume is important because it captures the start-up and planning problems which will be encountered as other prime sponsors move to consolidation. This analysis is one of the products of the "knowledge development" effort implemented under the mandate of the Youth Employment and Demonstration Projects Act of 1977. The knowledge development effort consists of hundreds of separate research, evaluation and demonstration activities which will result in literally thousands of written products. The activities have been structured from the outset so that each is self-standing but also interrelated with a host of other activities. The framework is presented in A Knowledge Development Plan for the Youth Employment and Demonstration Projects Act of 1977, A Knowledge Development Plan for the Youth Initiatives Fiscal 1979 and Completing the Youth Agenda: A Plan for Knowledge Development, Dissemination and Application for Fiscal 1980.

Information is available or will be coming available from these various knowledge development efforts to help resolve an almost limitless number of issues. However, policy and practical applications will usually require integration and synthesis from a wide array of products, which, in turn, depends on knowledge and availability of these products. A major shortcoming of past research, evaluation and demonstration activities has been the failure to organize and disseminate the products adequately to assure the full exploitation of the findings. The magnitude and structure of the youth knowledge development effort puts a premium on structured analysis and wide dissemination.

As part of its knowledge development mandate, therefore, the Office of Youth Programs of the Department of Labor will organize, publish and disseminate the written products of all major activities funded under YEDPA or mounted in conjunction with OYP knowledge development effots. Some of the same products may also be published and disseminated through other channels, but they will be included in the structured series of Youth Knowledge Development Reports in order to facilitate access and integration.

The Youth Knowledge Development Reports, of which this is one, are divided into twelve broad categories:

1. Knowledge Development Framework: The products in this category are concerned with the structure of knowledge development activities, the assessment methodologies which are employed, the measurement instruments and their validation, the translation of knowledge into policy, and the strategy for dissemination of findings.

2. Research on Youth Employment and Employability Development: The products in this category represent analyses of existing data, presentation of findings from new data sources, special studies of dimensions of youth labor market problems, and policy issue assessments.

3. Program Evaluations: The products in this category include impact, process and benefit-cost evaluations of youth programs including

the Summer Youth Employment Program, Job Corps, the Young Adult Conservation Corps, Youth Employment and Training Programs, Youth Community Conservation and Improvement Projects, and the Targeted Jobs Tax Credit.

4. Service and Participant Mix: The evaluations and demonstrations summarized in this category concern the matching of different types of youth with different service combinations. This involves experiments with work vs. work plus remediation vs. straight remediation as treatment options. It also includes attempts to mix disadvantaged and more affluent participants, as well as youth with older workers.

5. Education and Training Approaches: The products in this category present the findings of structured experiments to test the impact and effectiveness of various education and vocational training approaches including specific education methodologies for the disadvantaged, alternative education approaches and advanced career training.

6. Pre-Employment and Transition Services: The products in this category present the findings of structured experiments to test the impact and effectiveness of school-to-work transition activities, vocational exploration, job-search assistance and other efforts to better prepare youth for labor market success.

7. Youth Work Experience: The products in this category address the organization of work activities, their output, productive roles for youth, and the impacts of various employment approaches.

8. Implementation Issues: This category includes cross-cutting analyses of the practical lessons concerning "how-to-do-it." Issues such as learning curves, replication processes and programmatic "batting averages" will be addressed under this category, as well as the comparative advantages of alternative delivery agents.

9. Design and Organizational Alternatives: The products in this category represent assessments of demonstrations of alternative program and delivery arrangements such as consolidation, year-round preparation for summer programs, the use of incentives, and multi-year tracking of individuals.

10. Special Needs Groups: The products in this category present findings on the special problems of and the programmatic adaptations needed for significant segments including minorities, young mothers, troubled youth, Indochinese refugees, and the handicapped.

11. Innovative Approaches: The products in this category present the findings of those activities designed to explore new approaches. The subjects covered include the Youth Incentive Entitlement Pilot Projects, private sector initiatives, the national youth service experiment, and energy initiatives in weatherization, low-head hydroelectric dam restoration, windpower, and the like.

12. Institutional Linkages: The products in this category include studies of institutional arrangements and linkages as well as assessments of demonstration activities to encourage such linkages with education,

volunteer groups, drug abuse, and other youth serving agencies.

In each of these knowledge development categories, there will be a range of discrete demonstration, research and evaluation activities focused on different policy, program and analytical issues. In turn, each discrete knowledge development project may have a series of written products addressed to different dimensions of the issue. For instance, all experimental demonstration projects have both process and impact evaluations, frequently undertaken by different evaluation agents. Findings will be published as they become available so that there will usually be a series of reports as evidence accumulates. To organize these products, each publication is classified in one of the twelve broad knowledge development categories, described in terms of the more specific issue, activity or cluster of activities to which it is addressed, with an identifier of the product and what it represents relative to other products in the demonstrations. Hence, the multiple products under a knowledge development activity are closely interrelated and the activites in each broad cluster have significant interconnections.

This volume on CYEP should be read in conjunction with Youth Employment Policies and Programs for the 1980s--Background Analysis for the Employment and Training Components of the Youth Act of 1980 in the "research on youth employment and employability development" category. The complete reports of the evaluation of CYEP are available from the Office of Youth Programs.

Robert Taggart
Administrator
Office of Youth Programs

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ORIGINAL

CONCEPT PAPER ON THE CONSOLIDATED YOUTH EMPLOYMENT PROGRAM DEMONSTRATION

OFFICE OF YOUTH PROGRAMS

I. INTRODUCTION - POLICY STATEMENT

POLICY STATEMENT

The Youth Employment and Demonstration Projects Act (YEDPA) created two new youth programs operated by prime sponsors, in addition to the Summer Youth Employment Program and youth efforts under Title II (which account for half of Title II participants). These new categorical programs -- Youth Community Conservation and Improvement Projects (YCCIP) and Youth Employment and Training Programs (YETP)-- were needed to increase the level of services for youth which had declined under Title II from 62 percent in fiscal 1975 to 52 percent in fiscal 1977, to test alternate approaches (tangible work-oriented projects in the case of YCCIP vs. service enriched and school-oriented work-experience under YETP), and to promote linkages with schools and community-based organizations as well as other institutional changes.

It was recognized from the outset that these new categorical programs, with their differing age and eligibility requirements, delivery approaches, service mixes, and reporting requirements, would complicate local planning and delivery. The new programs were intended as temporary measures to promote change and to provide a basis for the subsequent development of a comprehensive and coordinated youth policy.

YEDPA was initially authorized for one year only. In the reauthorization of CETA in 1978, the new programs were extended for two more years, but with the clear intent that they would ultimately be consolidated. The administrative provisions of CETA under Title I, Section 127(c), require the Secretary of Labor to report to the Congress, no later than March 1, 1980, proposals for integration and consolidation of the programs established by Part A of Title IV (Youth Employment and Demonstration Programs) and Title VII (Private Sector Opportunities for the Economically Disadvantaged) with the program established by Title II (Part B - Section 214 - Services for Youth). Section 214(b) of Title II states that the Secretary of Labor shall insure that each prime sponsor's plan for serving eligible youth includes provisions for coordinating activities with activities under Part A of Title IV. In addition, the statement of purpose for Title IV of the Fiscal Year 1979 CETA legislation (Section 401) authorizes "a broad range of coordinated employment and training programs for eligible youth in order to provide effectively for comprehensive employment and training services to improve their future employability and to explore and experiment with alternative methods for accomplishing such purposes." To fulfill this mandate for integration and

consolidation, the Office of Youth Programs through its Office of Community Youth Employment Programs is mounting a Consolidated Youth Employment Program demonstration in selected prime sponsor areas. Each prime sponsor will be provided a single youth grant which includes the funds otherwise available under SYEP, YETP and YCCIP and this will be coordinated in planning and delivery with Title II youth expenditures.

Consolidation is more than a paper exercise. It is possible to combine the youth programs with a stroke of the legislative pen. However, there are certain issues which must be considered in the process:

First, the new youth programs differ in some regards from Title II youth activities. Eligibility standards, allocation formulae, administrative provisions and the like were derived for specific purposes. It must be decided which of the provisions will be generalized to all youth programs and which will be scrapped. One aim of the demonstration is to try to determine what the details of a consolidated youth program should be.

Second, consolidation permits flexibility in planning. It was the experience of the Comprehensive Manpower Program demonstration in the early 1970's (the precursor to CETA) that local decisionmakers frequently continued business as usual. The aim of this demonstration is to develop and implement a planning framework which will fully utilize the flexibility, for instance, in deciding on the mix of summer, year-round and school-year programs, in determining the appropriate types of services for different age groups and significant segments and in allocating funds between in-school and out-of-school youth.

Third, the ultimate aim is to provide a service delivery system which has an individualized focus providing a continuum of services to youth as needed rather than on categorical exigencies. The system must be based on multi-year employability

development plans, with coordinated services arranged to meet these plans.

Fourth, there is now no system for tracking youth over time through local employment and training programs, much less for planning and implementing a multi-year continuum of services. For instance, there is an unknown level of concurrent enrollments in SYEP and Title II, as well as a crazy-quilt pattern of interprogram transfers. Intake and termination records are kept for each program; cost records, participant characteristics and outcomes are reported separately. It is necessary to consolidate the management information systems in order to provide a foundation for individualized service delivery and a consolidated grant. This should reduce paperwork at the local level. Federal reporting will not be increased but will rather be reduced because of the consolidation of categorical programs.

Fifth, new performance measures need to be developed. One reason youth have received a declining share of services under CETA Title II is that unsubsidized placement is the major standard of performance and it is frequently unrealistic for young people most in need. Termination status is recorded arbitrarily when programs such as SYEP end, even though many participants return to school and many continue in employment and training programs. The demonstration will provide an opportunity to rethink performance measures for youth programs and to develop new approaches.

Sixth, CETA does not have a good reputation with some employers because it does not identify participants with competency so that the quality of referrals is frequently uncertain. By the same token, standards of participation in youth programs are sometimes lax so that completers may not really achieve anything. There is a need for a competency certification system as well as tighter standards for completion of program activities.

Seventh, although progress has been made in the coordination of CETA youth programs and other

youth service efforts particularly those in education and vocational education, the coordination has mostly been in the determination of potential goals and the joint funding of activities. There needs to be coordination in the planning and delivery of services for each individual so that CETA, vocational education, education, and other services for a youth are mutually supporting. A restructuring of the system provides an opportunity for progress in this direction.

This initial concept paper for the Consolidated Youth Employment Program provides the framework for achieving these goals. There will be a continuing process of development and change with full participation of the prime sponsors, public interest groups, Federal staff, as well as interested congressional representatives. The aim is to achieve much more than a superficial consolidation; it is to achieve the full potential for serving youth that the greater flexibility allows. Hopefully, this will provide some examples of what can be accomplished under the intended reform of youth programs for the 1980's.

II. INTENT

A. Statement of Purpose

B. Goals and Objectives

C. Program Description

D. Definitions

II. INTENT

A. Statement of Purpose

The purpose of the project is to demonstrate the efficacy of merging the principal features of YETP, YCCIP, SYEP and Title II B/C youth activities into one year-round comprehensive planning and delivery system, leading toward eventual consolidation of all youth programs. By addressing both administrative functions and program activities, the demonstration will address the employment problems of low-income youth, ages 14 through 21, on an individualized, multi-year continuum that will provide a progression of services and training to improve their employment potential. This approach will make it possible to consider each youth's interests, skills and aptitudes and to structure activities over a period of time according to age, educational status, degree of competency and special problems.

B. Goal

The goal of the Consolidated Youth Employment Program is:

- To improve the effectiveness of employment and training services to youth by providing activities focusing on the employability needs of the individual through a continuum of services delivered in response to an individualized Employability Plan and Record (EPR); and

- To permit each prime sponsor to determine the collective needs of its youth and, through more flexible planning, allow each sponsor to allocate resources in such portions as are necessary to enhance the employment prospects of local youth.

C. Program Description

Prime sponsors participating in the demonstration will receive a CYEP grant which will be used flexibly to serve all youth and primarily low-income youth within the community. All youth who are registered will have an EPR developed which will provide a long-range

broadly focused career development plan for the youth through the age of 21. Youth eligible to receive all services will enter into a CYEP service agreement which lays out the CYEP services to be provided and the goals and objectives both the participant and the CYEP counselor envision as the outcome of the provision of these services. Program activities will be defined as units of service and participant progress will be measured in terms of certifications related to the Employability Plan and Record (EPR) and the CYEP service agreement.

CYEP places a heavy emphasis on the developmental aspects of employment and training services. It also provides the framework for increased program linkages and integration of services to achieve a comprehensive employability development system.

D. Definitions

Certification

A declaration that a CYEP participant has mastered one of the four CYEP competencies -- pre-employment, educational attainment job skill proficiency, and work maturity/employability.

Certification Criteria

The criteria set for attainment of a competency in one of the four areas. These criteria are established by the prime sponsor in order to maintain uniformity and consistency in the program outcomes.

Competency

One of the four areas of program outcomes. CYEP participants are certified as they meet the criteria of pre-employment, educational competency, job skill proficiency, and/or work maturity/employability.

Comprehensive Services Eligible

Comprehensive service eligible is the CYEP registrant category for income eligible participants who are neither in nor expect to be in a unit of service within 30 days. Youth in this category are only eligible to receive limited services.

Consolidated Youth Employment Program (CYEP)

CYEP is a demonstration project designed to test the efficacy of merging the principal features of the Youth Employment and Training Program, Youth Community Conservation Improvement Projects and the Summer Youth Employment Program and Title II B/C youth activities in one year-round comprehensive planning and delivery system.

CYEP Financial Status Report (FSR)

The CYEP FRS is the fiscal reporting form which will collect program support costs - worksite supervision, training and services - participant support costs - wages, fringe benefits and allowances - and total CYEP activity expenditures. This report will be prepared monthly and submitted on a quarterly basis.

CYEP Participant Report

This report collects information on youth in CYEP activities cross tabulated by participant characteristics on an end-of-month and a fiscal year-to-date basis.

Employability Plan and Record (EPR)

The EPR is an individualized long-range career development plan and strategy geared to a youth's skills, interests and aptitudes. An EPR is developed on each youth registered for CYEP.

Generalized Limited Services

Generalized limited services are low cost, short duration referral - type services such as career days, career information centers, and placement assistance which are available to all youth in the prime sponsor area whether or not they are registered for CYEP and regardless of their economic status. The number and characteristics of the youth who receive these services are not recorded; however, total expenditures for this activity will be included in the CYEP FRS. EPR's will not be developed on youth who receive only these services.

Individualized Limited Services

Individualized limited services are low cost, short duration, referral-type services available to CYEP youth, regardless of economic status. Youth who receive these services have had an EPR developed; and the number and characteristics of these youth are recorded in the CYEP Participant Report. Total expenditures for this activity will be included in the CYEP FRS.

Limited Services Eligible

Limited services eligible is the CYEP registrant category for youth whose family income exceeds 85 percent of the lower living standard income level and who may receive individualized limited services under an EPR; will be developed and followup will be accomplished at least every 6 months on youth in this category.

Participant

Participant is the CYEP registrant category for youth who are active in a unit of service. The general progress of a participant is subject to a status check at least once every 30 days.

Registrant

A registrant is a youth who has applied for CYEP services and for whom an EPR has been developed.

Service Agreement

A service agreement serves as a control document for participant/counselor decisions related to specific program activities and the long-term strategy laid out in the EPR. A service agreement will be developed for each unit of service; the format is found in the CYEP guidelines. A CYEP service agreement enumerates the CETA/CYEP services which will be provided. Service agreements may be made with CETA, education, vocational education, vocational rehabilitation or any other institutions providing CYEP activities.

Transition

Transition is the registrant category for CYEP youth whose service agreement calls for participation in a unit of service within 30 days as well as those youth

who have completed or terminated from a unit of service in the last 30 days. During the transition period, EPR's and service agreements should be updated and revised as necessary.

Unavailable for Services

Unavailable for services is the registrant category for CYEP youth who have moved from the prime sponsor area, entered the armed forces, declared they are not interested in CYEP services or cannot be located after a reasonable period of time. No followup is required on these youth.

Unit of Service

A unit of service is one of the 15 discrete CYEP units of activity.

III. PROJECT IMPLEMENTATION

A. Site Identification
B. Timetable and Duration
C. Funding
D. Developmental Process
E. Organizational Responsibilities
F. Federal Monitoring

III. Project Implementation

A. Site Identification

In order to meet the stated goals and purpose, a CYEP annual plan subpart will be developed in eight demonstration sites. The subpart will fold in the principal features of YETP, YCCIP, and SYEP and will be closely coordinated and/or integrated with Title II B/C youth activities wherever possible.

One prime sponsor from every region was selected to participate. During the planning process two withdrew from the demonstration. The remaining sites provide a cross-section of governmental entities, including three consortia, four counties and one city. The prime sponsors included in the demonstration are:

Region	Selected Prime Sponsors
I	Penobscot County Consortium, ME
II	Morris County, NJ
III	Peninsula Office of Manpower Programs Consortium, VA
IV	Escambia County, FL
V	Rock Island, Il (County)
VI	Central Texas Manpower Consortium, TX
IX	Torrance, CA
X	Yakima County, WA

B. Timetables and Duration

Although initial funding will be one year only, this is intended as a two-year demonstration. Service levels to youth will be maintained in FY 1981 if discretionary dollars are available. This will enable prime sponsors to plan using a multi-year approach. Attached is a tentative timetable for activities from January 1979 to the beginning of operations on October 1, 1979.

January 24	-	Briefing session for representatives of seven public interest groups including the U.S. Conference of Mayors, and the National Association of Counties
January 25	-	Announcement of prime sponsor selectees
February 5 - 9	-	First meeting of national/regional/prime sponsor work group to refine guidelines, draft annual plans, develop planning and reporting instructions
February 26 - 28	-	Second meeting of work group
March 15	-	Training of prime sponsor and regional staff on final guidelines. Planning grants and grant packages issued
March 27	-	Briefing on CYEP status at scheduled Regional Youth Coordinators meeting in Washington, D.C.
April 19 - 20	-	Meeting with prime sponsor key coordinators to review progress
May 31 - June 1	-	Meeting with prime sponsor coordinators to review draft plans
May 25 - June 22	-	Reworking of plans for A-95 clearance
July 30	-	Submission of plans to Regional and National Office; A-95 clearance

August 7 - 9	-	Preimplementation meeting with regional office and prime sponsor staff to review clearance comments
September 5	-	Actual plans submitted to Regional Offices
September 19 - 21	-	Meeting with prime sponsors and regional staff for final negotiations
October 1	-	Operations begin

C. Funding

The total funds available to each prime sponsor for the CYEP in FY 1980 will equal the sum of its allocations under the Youth Employment and Training Program (YETP), the Youth Community Conservation and Improvement Projects (YCCIP), and the Summer Youth Employment Program (SYEP), for that fiscal year plus any unexpended FY 1979 YETP, YCCIP funds to be carried into FY 1980. In order to make the demonstration possible the Office of Youth Programs will request prime sponsors to return the dollars received through their formula allocations (including the FY 1980 carry-in) to their respective Regional Offices. In return OYP will provide prime sponsors with equivalent amounts in YETP discretionary resources. These funds will thus be unencumbered by specific program limitations and can be used by prime sponsors as they wish within the guidelines for CYEP. Although the demonstration will coordinate Title II B/C youth activities with those under Title IV, no transfer of Title II B/C resources will occur. Title II B/C service levels will be maintained at their second quarter FY 1977 levels and will be used concurrently with CYEP. (See Maintenance of Effort in Part IV, Section H (4)(b).)

In addition, each prime sponsor will receive an additional amount equal to 10 percent of its FY 1979 YETP allocation or $50,000, whichever is greater, to cover extraordinary planning expenses. Other extraordinary costs which emerge as a result of the demonstration and are approved by the grant officer, in consultation with the National Office, will be covered by the Office of Youth programs through the

use of discretionary resources. Extraordinary costs, however, will be kept to a minimum.

D. Development Process

The development of the program guidelines and requirements has included significant input from a variety of groups from the employment and training community who are interested in the problems of youth on employment. Meetings were held in November and December with the youth coordinators of the ETA Regional Offices to obtain their inputs for program design. Earlier, the Assistant Secretary of Labor and the Administrator of the Office of Youth Programs, in speaking to prime sponsors, described the preliminary concepts of the CYEP demonstration and advised sponsors of the CYEP strategy. As the ideas of the CYEP began to focus, representatives of several public interest groups were requested to attend a meeting on January 24, in which the basic program guidelines were described and discussed, as was the implementation schedule. These representatives will be convened regularly to continually maintain close liaison with the representatives of the CETA community and the National Office as the CYEP is implemented.

To ensure the best balance of the final design of the CYEP, a National Office work group, composed of two prime sponsor representatives, three Regional Office representatives, and a minimum of two National Office youth specialists, was formed to provide the nucleus for developing the final CYEP guidelines and CYEP subpart requirements. Throughout the prime sponsor planning process, regular meetings were held with all CYEP prime sponsors and Regional Office representatives for these sponsors to discuss and resolve planning problems.

Consultation with the appropriate congressional representatives to obtain advice and consent on the CYEP guidelines and process was made prior to finalizing the demonstration.

By including these groups in the process of consulting and coordinating the development of the CYEP, the Department has ensured that the demonstration is reponsive to the needs of the CETA system, the intent of the law to serve youth in a responsive manner, and the employment needs of youth themselves.

E. Organizational Responsibilities

The roles and responsibilities for national, regional and prime sponsor staff are outlined below. These responsibilities have been carefully considered to avoid duplication of effort and to maximize coordination between the staffs.

1. National Office

- o Issue demonstration project procedures, and guidelines and reporting instructions.
- o Brief appropriate Regional office staff and train prime sponsor staff on the implementation of the procedures and guidelines.
- o Issue planning grants.
- o Jointly approve annual plan subparts with the Regional Office.
- o Arrange and manage internal evaluation efforts.
- o Provide onsite technical assistance as appropriate.
- o Perform appropriate reviews in conjunction with Regional Office staff
- o Report to Congress March 1, 1980, and propose legislative chances based on process evaluation.

2. Regional Office

- o Provide youth coordinator representation to participate in work group.
- o Jointly review, process, and approve annual plan subparts with National Office.
- o Conduct monitoring as described below.
- o Accompany National Office staff on reviews where appropriate.

- o Identify a single contact person to coordinate regional and national responsibilities and work with grant officer, Federal Representative, and prime sponsor coordinator.

- o Regional Youth Coordinator will retain a strong and active role in both identification and resolution of problems during planning, implementation, and operations during the demonstration period.

3. Prime Sponsor

- o Identify a single contact person to coordinate the overall management of the project who will:

  (a) Act as a liaison with the Regional Office contact person,

  (b) Surface any problems encountered during the planning and operation of the program,

  (c) Develop and assign staff roles in preparing plans,

  (d) Represent the prime sponsor during national and regional planning efforts and during the operation of the project,

  (e) Meet with the national and regional staff and work group as required during the planning and implementation stage,

  (f) Develop an approvable annual plan subpart and meet required operating and reporting requirements,

  (g) Coordinate self-evaluation on project outcomes, as described under knowledge development (Section VI), and

  (h) Monitor worksites and manage subgrants.

F. Federal Monitoring

Monitoring tools will be developed and distributed from the National Office but regular monitoring visits will be scheduled by the Regional Offices. Since MIS data for CYEP will not be included in the Regional Automated System (RAS) and since the program design and performance measures differ substantially from formula funded youth programs, monitoring of CYEP projects will not conform to traditional Regional Office practices. In addition there will be, at minimum, quarterly and end-of-year monitoring by Federal staff teams.

Federal monitoring will focus on:

(1) Conformity of actual operations to plans;

(2) Service mix adaptability to and linkages with community resources;

(3) The quality of Employability Plan and Records and how they relate to CETA service agreements and the provision of services under other programs;

(4) Individual enrollee needs and benefits versus program design;

(5) Reporting procedures and MIS, and

(6) The structure of CYEP service agreements, units of service and certification standards.

IV. PLANNING

A. Project Overview

B. Applicable Guidelines

C. Eligibility

D. Key Program Design Features

E. Services for Youth

F. Participant Flow

G. Citizen Review Panel

H. Planning Considerations

IV. PLANNING

A. Project Overview

Because of the constant pressures on the CETA system to respond to the most pressing employment needs of its clientele, CETA has not always been able to effectively address the long-term career development needs of youth. Furthermore, although program linkages have always been encouraged, there has been no systematic approach to the career development needs of youth. The Employability Plan and Record which is the core of CYEP is intended to provide the vehicle for addressing these issues and also serves the basis for future planning.

The current youth programs have varying restrictions on age, income, eligibility, the length of participation and allowable activities; thus, sponsors cannot provide a logical progression of services necessary for youth. By removing these restrictions and permitting sponsors to determine the services and activities appropriate to each youth's development, the demonstration project will seek to improve services to youth, especially the disadvantaged, by planning, coordinating and sequencing services to meet individual needs.

Another positive aspect of this project is the increased flexibility communities will have in determining which activities and what proportion of their total youth resources will be used to respond to various local needs of youth. In order for this to succeed, a close review of local labor market, demographic, educational and other pertinent information relevant to the employment needs of youth is crucial. Even after the initial activities mix is determined, the prime sponsor should continually review and, if necessary modify, the CYEP offerings to make sure that the activities are responding to the needs of individual participants and the community.

B. Applicable Guidelines

The guidelines for CYEP are contained in this document. The regulations governing programs under Part A, Subparts 2 and 3 and Part C of Title IV of CETA are superceded by these guidelines unless specific reference is made to applicable sections of the regulations. Such references will refer to the Title IV regulations of March 6 and March 9, 1979. The CYEP demonstration project is being funded with YETP discretionary funds and, therefore, is not subject to YETP, YCCIP and SYEP regulations governing the formula funded programs (see preamble to March 9, 1979, Title IV regulations). The CYEP guidelines contain the rules under which the demonstration projects will operate and, thus, also serve as the basis for regional office review, approval and monitoring in the designated sites. Conversely, the regulations of Parts 675 and 676 of Title XX published April 3, 1979, will apply to CYEP unless specifically excluded in this document.

C. Eligibility

The provision of CYEP services, other than limited services, is restricted to youth ages 14-21 who are unemployed, underemployed or in-school and whose family income does not exceed 85 percent of the lower living standard income level. Limited services activities may be available to all youth (ages 14-21) in the prime sponsor area regardless of income. An Employability Plan and Record will be developed on all youth who are registered for CYEP.

D. Key Program Design Features

Employability Plan and Record

The CYEP design calls for the development of an Employability Plan and Record (EPR) (and service agreements) for all youth who register for CYEP. The EPR is an individualized long-range career development plan and strategy geared to the youth's skills, interests and aptitudes.

The EPR is a tool for overall career planning and should include a step-by-step plan for the youth's career development from the time of the initial registration for CYEP until the youth reaches age

22. It should be jointly developed by the youth and the CYEP counselor and should contain the overall employability development strategy including education, training and other services and activities, both in and outside CYEP that the youth should pursue to meet his/her career objectives. In addition to information on employability development, the EPR should contain, at a minimum:

(1) The participant's application/intake forms including work history and eligibility determination information;

(2) A log sheet for noting the results of participant contacts;

(3) Assessment information, test scores, and completion records;

(4) Attendance records, participant evaluations, education attainment certificates, status check and followup forms;

(5) Status change records; and

(6) The employability development strategy and service agreement(s).

The CYEP application/intake document should contain all of the information required by the participant record as described in 20 CFR 676.75-3(b)(1)(i-iii). The employability plan should be developed consistent with the requirements of 20 CFR 677.2(c).

Since it is the intent that eventually one EPR might be shared with the vocational rehabilitation, vocational education and elementary and secondary education systems and the Employment Service, specific service objectives, plans and timetables will be spelled out in separate services agreements. These agreements will be finite plans covering a specified period of time and related to the provision of one or more services consistent with the strategy agreed to in the EPR.

Under a fully implemented system, the EPR might thus include a CYEP service agreement as well as a vocational education service agreement.

Service agreements might be overlapping or sequential. For instance, a youth might be concurrently participating in CYEP and vocational rehabilitation and have service agreements under both. Another youth may have a CYEP service agreement covering activities related to his/her participation in CYEP while in high school, then move on to a post-secondary vocational education program and eventually return to CYEP for OJT and placement assistance.

Even though it may not be possible to develop and implement a unified delivery and employability development planning system immediately, prime sponsors under CYEP should strive to achieve these important program objectives.

Eligible youth in need of services will work with their CYEP counselors to develop CYEP services agreements which will specify what activities are to be provided and what outcomes are expected as a result of the youth's participation in the program. Although the CYEP service agreement is a nonbinding document, it should serve as the common reference point for the youth's participation within the program. Over several years, several service agreements might be written.

The CYEP service agreement will serve as a control document for participant/counselor decisions related to specific program activities and the long-term strategy laid out in the EPR. The format for the service agreement, which will be developed by each prime sponsor, must contain at a minimum:

(1) The name and social security number of the participant;

(2) The date the service agreement form is completed;

(3) The name of the system with which the agreement is made, e.g., CETA or Vocational Education;

(4) The goals and objectives of the service agreement;

(5) A timetable for the activities and services under the agreement including:

a. the expected and actual beginning and ending dates of the agreement;

b. the name of the unit of service and the service deliverer;

c. a brief description of the program activity;

d. the expected and actual results of participation; and

e. whether or not the participant completed the prescribed activity.

The EPR, besides providing a road map of how the youth is to attain his/her career goal, should also serve as a travel log. In other words, it should be maintained as a continuing record of the status and progress of the youth. At each point of contact with CYEP, and at regular intervals while receiving services, a registrant's status will be assessed and recorded. The record might include a retrospective of experience since the last contact where there has been a hiatus. For instance, a summer job applicant who had last received services during the previous summer might be asked questions concerning accomplishments in and out of school during the fall and winter. Psychometric and other tests might be given and recorded to determine progress. The periodic followups of registrants should also be used as a means to determine their views concerning services received or not received, both within and outside CYEP. Youth views should be retained within the EPR because they reflect attitudes towards participation and might be a fundamental ingredient for understanding the needs of each individual. They might also be compiled for various units of service to determine how participants perceive their involvement.

The EPR can, therefore, be used as the data base to determine the effectiveness of various units of service. For instance, completers and noncompleters of units of service can be compared, at the time of their required status check as can similar individuals who do and do not participate in particular units. In the first year or two of the demonstration, the information base may be too small to achieve such assessments, but over time, it should be possible to determine the impact of each unit of service for different types of individuals.

Units of Service and Compentency Certification

Activities in CYEP are defined as both free standing activities such as work experience, on-the-job training and skill training and combinations of interrelated activities. Work experience might thus be provided in conjunction with skill training, education or preemployment experience. These single or combined activities, units of service, are the basic building blocks of the CYEP service agreement and are the reportable program activity units for the CYEP MIS. A CYEP service agreement might prescribe one unit of service or a structured sequence of units of service. Completion or noncompletion of the 15 units of service will be recorded in each participant's EPR. The total number of completions and noncompletions for each of the units of service will be recorded in the CYEP Participant report.

In order for both the participant and the counselor to be able to measure the participant's progress within CYEP, benchmarks or competency criteria should be established. Competencies may be gained both within and outside CYEP. Attainment of these competencies or benchmarks will result in the prime sponsors' certification that the youth has attained a defined level of performance as measured by the certification criteria.

The CYEP will have competencies certified in four basic areas. The first is a preemployment certification indicating a basic awareness of the world-of-work and the receipt of a range of occupational information. A second certification will be by the attainment GED, high school diploma or some other test or credential of educational achievement. The third certification will be for job skills acquired through institutional or on-the-job training for a particular job. The fourth certification reflects work maturity or full employability.

Certification criteria relates to an individual's attainment of competency in one of the four certification areas not to the provision of any specified services. Thus, they should not be equated with units of service. It is possible, however, that the criteria for completion of a unit of service may be expressed in terms of competency attainment, such as attainment of a certain skill level.

Consistency of certification criteria within each prime sponsor jurisdiction is important so that individual progress can be measured in a consistent manner despite the fact that individual performance will vary within units of service and attainable objectives may differ from individual to individual. This will permit the CYEP service agreement and the EPR to serve as a tracking system for participant progress within the program in addition to being the mechanism for detailing completion or noncompletion of designated activites within units of service. It is important that certification criteria reflects community values and are accepted for CYEP participants. The employer community, certification criteria that will be understood and accepted by all employers in their dealings with CYEP. Prime sponsors should consider using their local youth councils to help develop and refine certification criteria for their jurisdictions.

E. Services for Youth

The CYEP conceptual design calls for a program in which all initial applicants will be provided individualized assessment and an EPR will be developed. For youth from families whose income is above the 85 percent of the lower living standard income level, i.e., "Limited Services Eligible" registrants, no CYEP service agreement will be prepared nor will they receive compensation during their participation. The youth may, however, be provided the following "individualized limited services":

(1) Continuing assessment and counseling;

(2) Occupational and world-of-work information, including information on apprenticeship training;

(3) Placement assistance;

(4) Aid in overcoming sex-stereotyping;

(5) Followup; and

(6) Referral to other community services and programs.

In addition, CYEP may provide programs of generalized limited services to any youth in the prime sponsor area. General limited services activities include career days and career information centers as well as the low cost, referral-type services available under individualized limited services. Any agency, CETA or non-CETA may refer youth to these activities. Youth who receive generalized limited services do not have to be registered for CYEP. However, prime sponsors should encourage youth to register for CYEP services. No EPR is required for youth receiving only generalized limited services and only the cost of providing such services will be reported in the CYEP MIS. No participant characteristics will be collected on youth receiving general limited services.

For income eligible youth, a CYEP service agreement will be developed which sets out the "units of service" to be provided to attain the EPR objectives. "Units of service" will include the range of substantive activities authorized under CETA--on-the-job and skill training, vocational exploration, work experience, preemployment experience, education, and supportive services, as well as combinations of these units of services.

If the CYEP service agreement calls for a combination or education and work experience and these activities are offered concurrently, even if offered by different deliverers, the unit of service for this participant should be defined as "work experience and education." If the participation is sequential, the participant should be counted in the first unit of service, education, and then in the second, work experience.

For a youth registered in CYEP, receipt of individualized limited services will be recorded on the EPR if it is individualized separate from other units of service. It is expected that every "unit of service" will include some limited services such as occupational information and placement. The expenditures for these limited services are tracked separately unless they are built into the unit of service. For instance, if a youth has completed work experience and then is referred to a placement agent, he or she is considered in the work experience unit of service and then as a recipient of limited individualized services. If, on the other hand, job development and placement service is given by the supervisor of the work-experience unit, the youth is simply a participant in the work experience unit of service.

The units of service would, thus, be as follows:

(1) Work experience;

(2) On-the-job training;

(3) Skill training;

(4) Education;

(5) Preemployment experience;

(6) Supportive services only;

(7) Work experience and skill training;

(8) Work experience and education;

(9) Work experience and preemployment experience;

(10) On-the-job training and skill training;

(11) On-the-job training and education;

(12) On-the-job training and preemployment experience;

(13) Skill training and education;

(14) Skill training and preemployment experience; and

(15) Education and preemployment experience.

It should be possible to operationally define each discrete unit of service in terms that describe exactly what is being received by the participant. Supportive services, if purchased in conjunction with another unit of service, will simply be counted as an expenditure within this unit of service rather than being recorded as a separate unit of service expenditure.

A youth's participation in a unit of service will vary in duration and intensity depending on individual need. For one youth, his or her involvement in a unit of service might be remedial education and pre-employment experience during the summer. For another out-of-school youth, the work experience unit of service may be prescribed for 6 months of full-time activity.

Each CYEP service agreement will set forth the performance standards against which the youth's participation will be measured. The length of time expected to complete the unit of service will be specified in the service agreement as well as the hours per week, the estimated cost of the service, and the amount of income support given to the participant. The CYEP service agreement, will also list the requirements for completion of the unit of service and the expected and actual outcomes to be gained by the individual.

Under CYEP, no distinction will be made regarding the services available to in- and out-of-school youth. However, to the extent possible, prime sponsors should attempt to develop programs for in-school as well as out-of-school youth in which academic credit is awarded. This will mean that prime sponsors must work with LEA's in structuring programs and determining the standards by which the award of credit will be determined. It is important that the prime sponsor and the credit awarding agency agree in advance to the conditions under which credit will or will not be granted. Credit may be "academic", applied to core educational requirements such as mathematics, social studies and English, or it may be "elective", counting toward graduation but not core requirements.

F. Participant Flow

Under a full implemented CYEP design, any youth registered for CYEP is eligible for and will be provided an EPR and, at a minimum, counseling services. The EPR will include the determination of eligibility for CYEP services (i.e., income below 85 percent of the lower living standard). Upon completion of the income eligibility determination, the youth becomes a CYEP registrant. CYEP registrants are reported in one of the following registrant status categories:

1. Limited Services Eligible - Youth with family incomes above 85 percent of the lower living standard income level who are eligible to receive specified low-cost individualized services funded under CYEP are designated "limited services eligible." They are not eligible for a CYEP service agreement or for "units of service." Youth who receive individualized limited services will be assessed at periodic intervals (no less than every 6 months) to determine status and progress, and will receive counseling and adjustment to their EPR's. If evidence of an income or family status change is made available and the youth is now found to be eligible for "units of service", the information will be noted in the EPR and the registrant status will be changed to the appropriate category.

2. Unavailable for Services - Registrants who have moved out of the prime sponsor area, entered the armed forces, have declared they are not interested in services or cannot be located after a reasonable period of time will be designated as "unavailable for services" and no additional followup will be required unless the registrant seeks additional services.

3. Comprehensive Services Eligible - Registrants whose latest available family income data indicates eligibility for all CYEP services will be in the "comprehensive services eligible" category if they are not currently receiving services and their CYEP service agreement does not call for participation in an activity within 30 days. Youth in this category will be followed-up at least every 6 months to determine what services, if any, should be provided.

4. Transition - Registrants whose service agreement calls for participation in a unit of service within 30 days, as well as those who have completed or terminated from a unit of service in the last 30 days, are considered "transition" registrants. It is during this period that EPR's and CYEP service agreements should receive particular scrutiny to assess their currency and appropriateness.

The transition period should be used to prepare youth for their upcoming unit of service through orientation, assessment, counseling or other services. During this period, the youth leaving a unit of service should take stock of where he/she is and what the next step should be. This is particularly important for youth entering or leaving a summer component.

5. Participant - Registrants who are in units of service are called "participants". Progress of "participants" will be subject to a status check every 30 days. The CYEP service agreement will indicate the intervals when more comprehensive reassessments are to occur.

It is anticipated that there will be much movement between categories over the span of the EPR (from the point of registration through age 21). As an example, a young male age 14 may apply to CYEP. An EPR is prepared and the family income is found to be above 85 percent of the lower living standard income level. The youth then becomes a "Limited Services Eligible" registrant. He is assessed and counseled about vocational offerings in the high school and a service agreement is made with the school system. Under ideal conditions, the EPR will be shared with the school and he will be enrolled in a vocational course of his choice. Followup by CYEP six months later reveals family disruption, the absence of one breadwinner, and a reduction in family income to below 85 percent of the LLSIL. At this point, the youth becomes a "Comprehensive Services Eligible" registrant. A subsequent check reveals he is still in school and is doing fine in his vocational education classes. A CYEP service agreement is then prepared which calls for a summer job related to vocational training. Thirty days prior to the beginning of the summer program, the youth becomes a "Transition" registrant. He receives orientation about the summer job and its requirements during this period. In June, he begins

working and becomes a "Participant." At the end of the summer, he returns to school and a reassessment suggests that no work experience would be appropriate because he must concentrate on his studies. He reenters the "Comprehensive Services Eligible" category and contact is maintained with him on a regular basis.

At age 18, he decides to enlist and is accepted by the armed forces. He becomes "Unavailable for Services" at this point. Unfortunately, he is terminated from the armed forces and returns home without a job. His EPR is reactivated and adjusted to meet his current need. He now becomes "Comprehensive Services Eligible." He is referred to the Job Corps and leaves the area to go to the Job Corps center. He again goes into the "Unavailable for Services" category.

All this occurs over 5 years. At each point of contact with CYEP, the EPR is adjusted to reflect new needs and changes in status, and a CYEP service agreement is prepared to meet these needs. Units of service completed under CYEP are recorded, as well as those achievements in vocational education, the military and the Job Corps.

In depth EPR reassessments for all participants must be planned for, and scheduled consistent with the program design type of activity and the needs of the individual. A plan for how these reassessments will be scheduled and managed should be included in the annual plan.

Hopefully, the EPR can guide this process. For instance, if initial entrance tests revealed a mechanical bent, the vocational education course arranged might be in auto mechanics and the initial summer job in the city's motor pool. The military experience might include advanced training in auto repair consummated by enrollment in the Job Corps' UAW Advanced Career Training into auto mechanics. The end accomplishment would be a union job at a high level of pay despite the various forward and backward steps taken during the program period.

Status Check and Reassessment (Followup)

Progress of all "Participants" must be checked every 30 days and "Limited Services Eligible" and "Comprehensive Services Eligible" registrants at least every six months. In addition, all completers and noncompleters from units of service who are not participating in other units of service must be followed up within 30 days of leaving the unit of service. If the followup reveals a satisfactory status and no need for further service, the youth enters the "Comprehensive Services Eligible" category. If the youth cannot be found, he or she enters the "Unavailable for Services" category. Finally, if the registrant needs further assistance, is willing to participate and is scheduled to enter a unit of service within the next 30 days, he or she remains in the "Transition" registrant category. (See also followup summary on next page.)

Eligibility Certification

Youth who apply for CYEP will be subject to an income eligibility determination. While the youth is a "Participant" or is moving back and forth between the "Transition" and "Participant" status no additional income verification will be made. However, any youth reported as either a "Comprehensive Services Eligible", "Unavailable for Services", or "Limited Services Eligible" registrant must be recertified, income eligible before entering the "Transition" or "Participant" status.

G. Citizen Review Panel

CETA Youth Councils are charged with the responsibility for: setting basic goals, policies and procedures; facilitating coordination among the various CETA programs and between CETA and other programs; and monitoring, evaluating, and making recommendations to the prime sponsor regarding the better utilization and coordination of delivery of such services. Although a primary purpose of planning councils has been to include the community in policy formulation for CETA programming, planning councils have in many instances not been able to successfully carry out this mission. In particular, it has been difficult to involve CETA client groups in a meaningful way in policy deliberations.

Registrant Status	Definition	Followup
		Followup
Limited Services Eligible	Family income exceeds 85 percent of the lower living standard income level.	Every 6 months
Unavailable for Services	Cannot be located, moved away, or not interested in service.	None
Comprehensive Services Eligible	Income eligible but not receiving or scheduled to receive services in 30 days	Every 6 months or prior to change registrant status
Transition	Having completed or terminated from a unit of service within 30 days or scheduled to receive services within 30 days.	Thirty-day status check
Participant	Currently participating in a unit of service.	Thirty day status check plus periodic reassessment.

Therefore, under CYEP, youth councils will be urged to redirect their attention from the advisory role, during the planning and design phase, to the monitoring and review responsibilities already provided for in the regulations.

Within each jurisdiction, the Youth Council will act as a Citizen Review Panel monitoring and evaluating operational programs to assess: whether services are being adequately provided by the various program deliverers; whether services are appropriate to address client needs; and whether program outcomes indicate that individuals are being helped to progress toward achievement of their employment goals.

Youth Council members will be given the opportunity to visit program sites on a regular basis, to meet with participants and staff as well as to observe operations on their own. Youth members and others will be able to bring their own perceptions and priorities to this task and, thus, will be able to provide prime sponsors with a broad-based non-technical assessment of whether the programs work. For instance, private sector representatives could assess programs based on whether graduates have attained competencies necessary for employment within the world of work. At the same time, this might help create more effective ties to the private sector resulting in increased placements within the private sector. Representatives of other community programs would become more familiar with the operational aspects of CYEP and they could make recommendations for improved coordination between CYEP and other programs, particularly in the educational system.

Given the broad representation of constituencies on the Youth Council, the Council should also be used to assist in the development of unit performance standards, including standards for the award of education credit, and competency certification criteria.

H. Planning Considerations

A Consolidated Youth Employment Program Annual Plan Subpart will be submitted to the region in lieu of annual plans for YETP, YCCIP, and SYEP. The CYEP Subpart will also contain the plan for youth activities

to be carried out under Title II B/C. Instructions for preparation of the CYEP annual plan subpart narrative are contained in Attachment I.

Although CYEP will be planned and funded on a fiscal year basis consistent with the timetable established for other CETA programs, it should be conceived of as a multi-year continuum of service delivery based on the needs of individual participants. This will undoubtedly cause problems especially at the outset when there is insufficient information on participants needs to use as a basis of planning. In subsequent years, EPR's will provide an important source of information on which to plan.

In addition, there are other major considerations that should be kept in mind during the CYEP planning process. These are identified below to surface the issues and stimulate the individual prime sponsors to consider and address each item as appropriate in their jurisdiction.

1. Transition from Categorical to Consolidated

   It is not expected that a fully implemented CYEP can be put in place by October 1, 1979, or even within the first year of operation. Since a phased implementation approach is contemplated, the CYEP subpart narrative should consider how the delivery and planning system will be changed immediately, during the first year, in the second year and beyond. For instance, the certification procedures may require a year to develop, particularly those related to skill competencies where employer involvement in setting performance measures for individuals might increase the credibility of the certification. It might take several years to work out the arrangements for the sharing of EPR's with the education and vocational education systems and education's acceptance of the responsibility for preparing individualized service agreements for their programs. In addition, each prime sponsor will have to decide to what extent he/she will, during the first year, be able to provide for the development of EPR's for all youth who apply for services.

2. Program Planning for Fluctuating Seasons

The CYEP eliminates the distinction between "summer" and "other" programs. Prime sponsors may plan a year-round program whereby eligibility, program design, and other features, will not be arbitrarily forced into seasonal patterns. However, this does not imply that seasonal fluctuation of youth unemployment needs are not of primary importance and should not be considered during the planning process. Most prime sponsors will continue to have a higher level of participants during the summer months than during the winter and fall because of seasonality of need. All youth registered in CYEP must have an EPR including youth participating only in a summer component. In developing such EPR's, consideration should be given to multi-year participation and year-round followup. In other words, the EPR's might prescribe one type of summer work experience for a 16-year old and another for the same individual when he or she is 18. The plan for summer jobs must anticipate these varying needs. Where the same individual receives services in the winter or fall, these should be linked, insofar as possible, to the units of service in the summer in order to achieve continuity.

3. Program Linkage

Under 20 CFR 676.23, all prime sponsors are required to maintain an inventory of potential deliverers of services. The youth program regulations further stress the importance of identifying available community resources and developing program linkages with them. The intent of these provisions is to help the prime sponsor develop opportunities for cross referral to other programs and foster better utilization of available community resources. The rationale for improving such program linkages is that the quality of services will be improved because the resources and expertise of other agencies can be used to complement CETA programs. Duplication of effort and reduced competition among programs will result in cost savings which enable programs to serve more youth more effectively.

4. Title II B/C Integration with Title IV CYEP

The planning for Title II B/C programs for youth must be integrated into the CYEP annual plan subpart and the programs should be operated in a consolidated manner. All Title II authorized services except upgrade training are allowable under CYEP.

a. Eligibility

Since eligibility criteria for CYEP and Title II B/C differ, prime sponsors will need to track youth separately to ensure adherence to eligibility requirements. Title II services are limited to those individuals whose family income does not exceed 70 percent of the lower living standard income level, while CYEP allows services to youth up to 85 percent of the lower living standard income level for comprehensive services with no regard for income eligibility for youth who participate in limited services activities.

b. Maintenance of Effort

The administrative requirement that prime sponsors maintain their level of effort under Title II should be achieved through the identification of dollars that were used to support youth between 14 and 21 served under the Title II (then Title I) program as the end of the second quarter of FY 1977. This dollar level should constitute the core of Title II supported activity. The CYEP prime sponsors may elect to serve proportionately fewer youth than those served as of March 31, 1977 where higher costs or more intensive services are to be provided within the same dollar resources. Prime sponsors must, however, justify such changes in youth levels to Regional Offices in order to obtain approval of the subpart.

c. Appropriation Accountability

Given the differences in eligibility criteria, allowable services, maintenance-of-effort requirements and the fact that integration of funding grants cannot be accomplished during the demonstration period, prime sponsors will have to meet fiscal accountability requirements under both Titles II and IV.

CYEP reporting calls for the consolidated reporting of Title II and Title IV participants in CYEP activities and combined total

accrued expenditures. Reporting of Title IV participants and dollars will also have to be done within the regular prime sponsor reporting system consistent with the FY 1980 Title II requirements and the requirements in the CETA Forms Preparation Handbook.

Several approaches can be used to accomplish the dual reporting requirements:

(1) Prime sponsors may need to construct internal records that will initially ensure separate participant and cost tracking by title. Total accrued expenditures and participation for Title IV can be determined by subtracting accrued expenditures and enrollment related to Title II from the CYEP total.

(2) A first-in, first-out accounting method can be used in which costs related to participants served early are charged to a particular appropriation title until those resources are exhausted. Subsequent participant costs are then charged to resources from the other titles; or

(3) A system of proportionate accrued expenditure accounting (analogous to the administrative cost pooling procedures) can be used. This method assumes that expenditures occur in the same proportion that each title contributes to the total resource base.

Both options 2 and 3 assume that the services and activities provided cannot really be distinguished by title, and that all CYEP registrants are Title II eligible. Where this is not the case (limited services, services to those whose income is above the 70 percent or upgrading), specific title identity must be maintained. Second, options 2 and 3 assume that a predetermined planned level of resource contribution has been established by title.

Another approach that may be considered is to designate an activity or project that has traditionally served Title II eligible youth and been financed by Title II funds as a Title II activity. Once so identified, youth who meet the Title II eligibility criteria can be referred to the activity and designated as Title II participants for reporting and accountability purposes.

Whichever of the four methods is used (participant tracking, first-in/first-out, proportion accounting, or project designation), prime sponsors must be able to ensure:

(a) Distinct accountability by title of all participants and the related accrued expenditures;

(b) That accountability is maintained for the Letter of Credit drawdowns consistent with the Notice of Fund Availability; and,

(c) That eligibility and services limitations are adhered to.

d. Data Format

The planning, reporting and participant information forms developed for CYEP differ from those currently used for Title II. The EPR and service agreement contain all the information required by the Title II EDP. Thus, the EPR and CYEP service agreement should be considered a substitute for an EDP. All CYEP registrants (including Title II youth) will have EPR's developed starting October 1, 1979. No matter which new or already existing formats or computer programs are used for CYEP, prime sponsors must ensure that all CYEP data elements discussed in Attachment 2 are included in the reporting system.

5. Coordination with Other CETA Activities

To the extent feasible, CYEP should be coordinated with: programs for youth being operated under Title II; provisions governing supplemental vocational assistance and coordination between prime sponsors and education agencies; Titles II and IV programs for statewide services; and other programs as appropriate.

6. Coordination with State Employment Security Agencies (SESA's)

CETA regulations require that all programs be coordinated with local SESA offices to the maximum extent feasible. Under CYEP, there are many potential areas in which program linkages make sense. In particular, SESA's may be uniquely qualified to provide a wide range of limited services to participants and to assist in the development of EPR's. In cases where the SESA provides substantial services to CYEP participants, prime sponsors should consider having SESA local offices develop SESA service agreements with youth.

7. LEA's and CYEP

CYEP requires that when an in-school program for elementary or secondary school age youth is operated it shall be administered under written agreements between the prime sponsor, and one or more LEA's. The agreement should include the procedure whereby each youth's EPR will be related to the youth's academic pursuits within the school setting. CYEP/LEA agreements will be developed in accordance with 20 CFR 680.7 except subsection (a).

Under extraordinary circumstances, a prime sponsor may request that an in-school program be operated outside the scope of a CYEP/LEA agreement. Any such alternate plan must be fully justified by the prime sponsor and approved by the Regional Administrator. No registered youth can be denied services solely on the inability of the prime sponsor and the LEA to come to an agreement.

Where feasible, the CYEP/LEA agreement will include a plan for the joint utilization of EPR's by both the education and vocational education systems. In fact, preparation and maintenance of such plans for students may be contracted through the schools. The aim is to achieve coordination not only on the system level, but on the individualized service level.

8. Selection and Utilization of Service Deliverers

With CYEP emphasis on individualized service there may be a need to develop a central intake unit or shift current services and service deliverers. Contracting for these services must meet local and Federal procurement regulations including a selection process which provides for special consideration to CBO's of demonstrated effectiveness as described in 20 CFR 676.23 of the CETA regulations of April 3, 1979. There should be heavy reliance on a wide variety of community resources which have demonstrated their ability to work with youth.

9. Staff Training and Program Marketing

Staff development is critical to any successful program operation and especially so in the planning and program delivery of CYEP. It is important that staff understand at the outset the philosophical differencies between the CYEP and "doing business as usual." While program activity may appear to remain the same on the surface, the basis for providing such activities will have changed. The CYEP represents a substantive move for CETA youth programs to a more comprehensive long-term approach to solving youth unemployment problems. It moves program linkages from an institutional plane to one based on the needs of individual youth.

Special care must be taken to provide all program staff including those of the contractors, subgrantees, and schools with a thorough briefing on the CYEP concept and its expectations. The

involvement of other interested community representatives is critical to the full acceptance of these efforts. Prime sponsors are to establish briefing sessions for all CBO's, LEA's, elected and appointed community officials. Additionally, community acceptance will be influenced by media exposure and the development of a continuing communication process. The planning process and the CYEP subpart narrative itself should serve as a tool for communication and involvement.

V. ADMINISTRATION AND MANAGEMENT

A. Transition Procedures, FY's 1979 & 1980

B. Management Information System

C. Allowable Costs

D. Limits on Participation

E. Reallocation

F. Modifications

G. Maintenance of Effort

H. Compensation

I. Monitoring

J. Maintenance of Records

V. ADMINISTRATION AND MANAGEMENT

A. Transitional Procedures - FY's 1979 and 1980

1. Bringing Projects into Conformity with CYEP Guidelines

Two areas must be addressed in the transition process: The phasing out of (1) existing YETP and YCCIP programs that may not be continued and (2) individuals currently enrolled that may not meet the CYEP eligibility criteria. First, prime sponsors must review subgrants and contracts under existing programs and anticipate their compatibility with the CYEP design specifications. This may have particular impact on the current YCCIP projects. Projects developed under YCCIP may be allowable under CYEP if they are modified to meet CYEP guidelines. Second, participants currently in YCCIP who do not meet the eligibility criteria should be transitioned to unsubsidized employment wherever possible or transferred to other CETA programs for which they may be eligible. If these two options are not available and a YCCIP project is to be continued in FY 1980, participants may be allowed to remain in the project under the "grandfather" concept until December 31, 1979, or until they reach the 12-month limit, whichever is first. All youth enrolled on or after October 1, 1979, must meet the CYEP eligibility guidelines.

2. Employability Plan and Record (EPR)

All youth who are enrolled on or after October 1, 1979, will have an EPR developed within 30 days of application. Prime sponsors should plan to develop EPR's prior to October 1 for participants already enrolled who will be transferred into CYEP.

Prime sponsor may request additional resources to offset the cost of developing EPR's for all youth who apply to CYEP. Determinations regarding such requests will be made by the grant officer in consultation with the Office of Youth Programs.

3. Limited Services

By the end of the second quarter of FY 1980, each CYEP prime sponsor will develop a plan for serving income ineligible youth, if not included with the subpart narrative implementation schedule.

4. CETA/LEA Agreements

Current CETA/LEA agreements should be reviewed prior to the implementation of CYEP so that necessary modifications can be made to bring these agreements in line with in-school activities planned under CYEP. Consideration should be given to modifying the current YETP CETA/LEA agreement so the program can start at the beginning of the school year under YETP and be converted to CYEP on October 1.

5. Financial Transition Procedures for CYEP

Prior to the end of FY 1979, each participating prime sponsor should make an assessment of funds that will be unexpended in their YETP, YCCIP and SYEP subparts as of September 30, 1979. Rights to these amounts, combined with new obligational authority amounts relative to the FY 1980 availability for these programs will be relinquished to the Regional Administrator in return for an equivalent amount of discretionary funds for the CYEP demonstration project under a signed agreement.

The settlement of FY 1979 Annual Plan Subparts for YETP, YCCIP and SYEP will take place consistent with the provisions of 20 CFR 676.45. That is the RA shall determine, from the best information available, for each expiring Annual Plan Subpart:

(1) Total funding availability;

(2) Estimated accrued expenditures; and

(3) Estimated carryout.

By a date specified by the RA, each recipient shall submit a final Youth Financial Status Report for each of the previous year's Annual Plan Subparts.

Final settlement of expired Annual Plan Subparts shall not be complete until an audit has been performed, audit findings have been resolved, and final reports have been submitted.

Through a Notice of Fund Availability, the RA will withdraw the estimated carryout amounts for each of the three programs from the prime sponsor's obligational authority amount.

A CYEP Annual Subpart will be developed for FY 1980. For the FY 1980 program year, YETP discretionary resources for each prime sponsor equal to the combined total of carry-in plus new obligational authority for the three programs will be allotted to each RA. As CYEP Subparts are approved, RA's will issue a Notice of Fund Availability to each of the prime sponsors. The amounts will equal the total allotted for Title IV CYEP.

Letter of Credit drawdowns for CYEP activities will carry the Title IV CYEP identification in place of the former YETP, YCCIP and SYEP.

Note: In the event of a continuing resolution or delayed dollar availability, FY 1979 carry-in resources will not be withdrawn until the appropriate level of YETP discretionary resources is available.

B. Management Information Systems

The CYEP will require some changes in prime sponsor management information systems (MIS) but more in the classifications and compilation approaches than in the fundamental information which must be gathered. Currently the prime sponsor must keep track of expenditures for each activity, the characteristics of participants, participation in each category, and termination status from activities, groups of activities or programs. The CYEP MIS will track individual participants and provide information on expenditures under individual CYEP service agreements. The MIS will record outcomes for participants under these agreements. It must be compiled into the information required by the Department of Labor--characteristics of aggregate participants, and expenditures by unit of service. The CYEP reporting system is simpler than that currently used. For each registrant there is an EPR which, except for those "unavailable for services," is periodically updated.

There are three types of services which are offered youth under CYEP: 1) generalized limited services, 2) individualized limited services; and 3) services under a CYEP service agreement. For generalized limited services only total accrued expenditures are kept. For individualized limited services, registrant characteristics and total expenditures are kept. The other CYEP services are reported in terms of 15 units of service. These are specified in the CYEP service agreement and provided to income eligible registrants. The terms of completion or noncompletion are established in each individual's CYEP service agreement, and completion or noncompletion is recorded in the service agreement and the EPR.

Two reports, the CYEP Financial Status Report and the Program Status Summary, will be prepared monthly and submitted on a quarterly basis. Reporting instructions are contained in Attachment II.

C. Allowable Costs

CYEP funds shall be expended consistent with the provisions of 20 CFR 676.40.

Administrative costs shall be pooled with the general administrative cost pool. Administrative costs, in general, should not exceed 20 percent of the total CYEP funds except for certain "special costs" that may be authorized by the Office of Youth Programs (OYP). For example, if the OYP underwrites the cost of a computer system in a prime sponsor area, the "special costs" will be added to administration and the total administrative costs may exceed 20 percent of the total funds. In order for prime sponsors to be able to request such additional resources, they must be able to justify their need by breaking out the various elements that make up the administrative cost category. Thus, prime sponsors may consider maintaining a separate accounting of CYEP administrative costs whether pooled or not. All other costs for this demonstration will be governed by the current CETA regulations.

D. Limits on Participation

Participation in program activities under CYEP Title IV funded units of service will not be subject to the limitations stated in 20 CFR 676.30.

E. Reallocation

The Secretary has the authority to reallocate demonstration funds consistent with the CETA reallocation provisions, 20 CFR 680.15 and 20 CFR 676.47, for any prime sponsor that does not meet conditions of its grant.

F. Modifications

Because of the individualized nature of services and the lack of a data base for planning for a consolidated program, there will be no requirement for modification of the plan using actual versus planned performance data. Modifications however, governing program design as reflected in the subpart narrative may be required.

G. Maintenance of Effort

See discussion under Part IV, Planning, Section H (4)(b).

H. Compensation

1. Wages, Allowances, and Benefits

CYEP participants will be paid wages and allowances and receive fringe benefits as provided for in the CETA regulations, except as noted below:

a. Special wage provisions:

Consistent with the Secretary's authority to carry-out programs to test varying approaches in dealing with the unemployment problems of youth, CYEP prime sponsors are encouraged to establish special wage standards for CYEP participants in accordance with CETA regulations and the provisions of Section 14 of the Fair Labor Standards Act of 1938. In establishing such wage standards, sponsors must consider the age and proficiency of the participant as reflected by the sponsor's assessment of the participants' work competencies. Each sponsor will describe in the CYEP narrative the conditions and wage standards which will apply when compensating participants under Section 14 of the FLSA. Further operating guidelines will be provided as CYEP Information Bulletin, Number 1.

b. Special allowance provisions:

Prime sponsors may, subject to these guidelines, establish CYEP allowance payment standards considering the following factors:

- the level of proficency of the participant;
- the geographic jurisdiction of the sponsor; and

- the economic needs of the participant.

The CYEP allowance standards will be developed as a scale with incremential steps indicating the allowance sum for each level of proficiency attained by the CYEP participants. The maximum incremental step will not be less than the basic allowance as provided in the CETA regulations.

The level of proficiency will be determined by the sponsor's assessment procedures and be reflected in the EPR's. Participants certified at or below the preemployment proficiency will receive the lowest increment. As the participant's proficiency level is raised, the next highest allowance increment will be issued. The special allowance payment standards will be described and approved in the CYEP narrative prior to implementation.

2. Earnings Disregard

Wages and allowances received by youth participating in CYEP shall be disregarded in determining the eligibility of the youth and the youth's family for, and the amount of any benefits based on need under any Federal federally assisted programs.

I. Monitoring

Each prime sponsor will assure that worksites established directly or indirectly via subgrantees or contractors are regularly monitored to determine whether the guidelines and intent of the demonstration are being followed and to insure its success.

J. Maintenance of Records

Although Federal regulations require that CETA records be kept only for 3 years, CYEP EPR's will be maintained from the time a youth registers with CYEP until the youth reaches 22 and 3 years beyond that period.

VI. KNOWLEDGE DEVELOPMENT

A. Quarterly Narrative Implementation Status Report

B. Annual Narrative Summary Report

C. Process Evaluation

D. Citizen Review Panel

VI. KNOWLEDGE DEVELOPMENT

A. Quarterly Narrative Implementation Status Report

Prime sponsors will be required to submit Quarterly Narrative Implementation Status Reports, and an Annual Narrative Summary Report as part of their knowledge development responsibilities under CYEP. Each quarterly report should be approximately 5 pages in length and the Annual Summary, approximately 30 pages. Each of these reports should be submitted to both the Regional and National Offices as specified.

No specific format will be developed for these reports but the following instructions should be used to provide guidance regarding the issues to be addressed in the reports.

Each prime sponsor narrative report should address the status of program implementation with particular attention to the following points:

1. Planning for a year-round, multiyear consolidated youth program including the provision of limited services.

2. Administrative adjustments in delivery arrangements to individualized types of service.

3. Development of an MIS to accommodate the unit of service concept.

4. EPR and CYEP service agreement process as a method of individualizing services to youth.

5. Arrangements for implementing the certification criteria and concept, performance standards, as well as completion standards, for units of service.

6. Modified role for youth council.

The first of these reports covering the transition period ending September 30 will be due in the Office of Youth Programs no later than October 31, 1979. The report will highlight activities, issues and problems encountered during the planning and implementation process. Subsequent quarterly reports will be due 30 days after the end of the Federal fiscal quarter. These reports also should similarly address issues, problems and the status of program implementation relative to the above points.

B. Annual Narrative Summary Report

The Annual Narrative Summary Report will be due in the Office of Youth Programs no later than October 31, 1980. The annual summary will report problems, issues and the status of program implementation related to the focus areas and will also include the prime sponsor's evaluation of the impact of the CYEP design on services to youth in that prime sponsor's jurisdiction. The prime sponsor should assess whether and how CYEP is an improvement over the YETP, YCCIP, and SYEP programs operated in FY 1979. In addition, the prime sponsor should discuss what the future direction of CYEP within that jurisdiction should be over the next year, as well as how data on individual characteristics, services and progress contained in EPR's is being used for future year program planning. Prime sponsors should describe the methodology used, problems encountered and other related issues. Finally, the report should include any recommendations for CYEP guideline modification during the second year of the demonstration and for broader adaptation to CETA youth programs in general.

C. Process Evaluation

All prime sponsors participating in the CYEP demonstration will be subject to a process evaluation which has been contracted for by the OYP. (See Attachment III.) Prime sponsors should be prepared to provide program evaluators with needed records and information as requested. Any additional costs associated with the provision of such information should be covered by the supplementary resources contained in the planning grant.

D. Citizen Review Panel

A National Citizen Review Panel will be formed to provide a third party assessment of CYEP. This panel initially will be asked to critique the CYEP concept and program design and during the course of the 2-year demonstration will make visits to demonstration sites in order to assess program implementation and the viability of the program design. During site visits, panel members will have an opportunity to observe project operations, talk to participants, staff and others associated with the program. The panel will submit annually a written report summarizing findings and making recommendations to the Office of Youth Programs.

Attachment I

CONSOLIDATED YOUTH EMPLOYMENT PROGRAM SUBPART NARRATIVE

The Consolidated Youth Employment Program (CYEP) Subpart Narrative is designed for several purposes:

(1) to provide a descriptive detail concerning the local formulation of CYEP design elements;

(2) to provide a framework and schedule for CYEP implementation;

(3) to establish a basis for arranging service contracts to deal with anticipated enrollment levels and service needs; and

(4) to present information needed in the assessment of the CYEP demonstartion program. The CYEP subpart narrative is not structured to serve as a compliance document for measuring planned against actual program performance.

I. Analysis of Need

A. Significant Segments.

1. Complete the Analysis of Need table (Attachment 1A.) indicating the number of participants characterized by each item, served in the Title II B/C, YETP, YCCIP, and summer programs during fiscal year 1979. The data should be presented through the end of FY 1979, using either second quarter or more recent data to make projections for the item requested. Also indicate, in the space provided, the date of the data upon which the end of fiscal year projections are based.

2. Complete a "mental" review of the data in Attachment IA and suggest whether or not the sponsor's program should be redesigned to serve a different mix of youth. Such evidence might include the planning council's interest in different target groups, economic shift in needs among target groups, success rates of particular target groups, backlogs of applications from particular groups, case-file needs based on assessment results vs. program design or participants served vs. those eligible vs. those applying for services.

B. Seasonal Needs.

Focus on the severity of the sponsor's summer youth unemployment problem by completing the follwoing items: (For all FY 1979 months for which data is not available make best projections.)

1. Calculate a fiscal year 1979 monthly average enrollment for all CETA participants (October end-of-month Enrollment plus November End-of-month Enrollment plus...August End-of-month plus September End-of-month Enrollment ÷ 12).

2. Calculate a fiscal year 1979 summer monthly average enrollment for all CETA participants (June End-of-month Enrollment plus July End-of-month Enrollment plus...September End-of-month Enrollment ÷ 4).

3a. Indicate the cumulative number of youth participates served each month in FY 1978 and FY 1979 by completing the table in Attachment IB.

3b. If available, estimate the number of youth applications received for CETA summer jobs in 1978.

3c. If available, estimate the number of youth applications received for CETA summer jobs in 1979.

4a. Project the level of subsidized jobs needed for the summer of 1980, relative to the number of all youth served during the summer months in 1978, and 1979, by completing the following chart: (Monthly cummulative enrollments)

Planned CYEP Summer Jobs for FY 1980

Fiscal Year 1980	June	July	August	Sept.
Title II B/C				
Title IV CYEP				
Total				

4b. Discuss the sponsor's summer program and include the following: hours per week and number of weeks; whether or not this is a change from previous years; and whether such changes were initiated to increase or decrease the number of planned CYEP summer jobs for 1980.

C. Institutional Needs

Describe the basic educational and employment services available locally from the educational and employer communities. The discussion should focus on the adequacy of the career education, institutional training/vocational education, cooperative education, and employment services available through the schools, public employment service and employers. This discussion should also identify the shortfalls of these systems in meeting the special needs of youth. Finally the narrative should explain how CYEP resources will fill in the shortfall. Describe the use of CYEP in responding to the institutional needs of the basic employment and training system through the schools, the employment service, and employers.

II. Fund Utilization

A1. Indicate the level of funds planned to be spent in FY 1979 to support youth activities under Title II B/C and describe, in terms of units of service, the broad categories of activities for which these funds will be spent. Indicate the level of Title II B/C dollars that will be used to support youth activities (units of service) in FY 1980 and describe the broad categories of activities (units of service) that will be funded with these dollars. Provide a justification for any significant variance in the dollars utilized in FY 1979 and FY 1980.

2. Provide a rough estimate of the total planned expenditures, number of participants, and the cost per participant for each activity planned in FY 1980. For generalized limited services only total planned expenditures is required. Use the format suggested below:

CYEP Fiscal Year 1980 Activities

ACTIVITIES	Total Planned Expenditures	Number of Participants	Cost per Participants
Limited Services (General)			
Limited Service (Individualized)			
Unit of Service Activities (Enumerate)			

3. Comparatively, is the sponsor changing the focus of activities for youth from FY 1978 and FY 1979 activities? Why or why not? (for example, from summer to year round and vice versa.)

4. Is the cost per participant changing relative to FY 1978, FY 1979? Why or why not? If not, does the sponsor want to change the cost per participant. (For example, the cost per participant may be reduced by increasing in participation in limited services.)

5. Are the emphasis among the activities available to youth, relative to FY 1978 and FY 1979, changing; does the sponsor want to change the emphases? Why or why not? (For example, shifting emphasis from work experience to training.)

6. Indicate the level of funds provided for limited services activities in FY 1978 and FY 1979 and the level projected for FY 1980; discuss whether the sponsor's approach is to increase or decrease the provision of limited services and why?

III. CYEP Participants (Plan)

Indicate the flow of participants into each activity to be funded by the sponsor by completing Attachment IC. This report should reflect the best estimates of how the participants will flow into the activities on a cumulative, monthly basis.

IV. Participant Selection and Assessment

A. Selection for CYEP Activities.

Describe the procedures to be used to determine or choose those youth who will receive unit of service activities vs. those youth receiving limited services. This discussion should clearly delineate how Title II B/C and Title IV CYEP funds will be used to serve youth in greatest need of assistance. The description should answer:

1. How will youth be sorted or selected for limited services;

2. What rules or guidelines will be used to determine who receives the more intensive units of service and who receives the less intense (For example, needs based or performance based rules for indicating who gets what); and

3. How will the participant assessment process relate to the selection process.

B. Participant Assessment Process.

1. Describe the participant assessment process for developing EPR goals and objectives and for selecting units of services. Indicate the basic assessment methods that will be used, and instruments or tools to be used, as well as the agency(ies) that will perform assessment functions.

2. Provide either a description of or facismiles of the basic EPR forms that will be used. The EPR should address:

   participant educational history;

   participant work history;

   assessment findings;

   participant characteristics data;

   eligibility data;

   long term and immediate goals; and

   planned unit of services for accomplshing goals (with start and end dates).

3. Provide either a description of or facismiles of the service agreement forms to be used.

V. Service Delivery Agents

A. Community Resources Inventory (CRI) and Utilization.

1. Each prime sponsor is to develop a Community resources inventory. Discuss the adequacy of the CRI. For an existing Inventory, the sponsor may update it, reflecting major changes by adding or deleting resource agencies. If it is being updated or changed, indicate when CRI will be available. (A copy of the CRI may be attached.

2. The basic purpose for the Inventory is to provide an up-to-date referral guide enabling sponsors to enhance the availability of services and reduce duplication of services for youth. Based upon the Inventory, discuss the adequacy of the available services for youth in the area. Indicate which areas need expansion in terms of linkage with CYEP funding.

B. Subrecipients and Contractors.

For Title IV CYEP funded activities, complete the summary of subrecipients and contractors, Attachment I.D. indicating the delivery agents for CETA services, training, employment, and other activities. Agreements with private employers for on-the-job training will be summarized as one total activity in columns 6, 7, and 8, rather than each agreement, separately. On the back of the form indicate which services and activities are being purchased on an individualized basis (open entrance and exits) and which are generalized or prescriptive for group entrance and exit; and which are free referral services). If an RFP process is being used, indicate in the appropriate column the type of activity, budget, number of slots and the duration of the activity. The name of the proposed subrecipient and the type of agency may be omitted.

2. Identify any subrecipient or contractor or any additional agency with whom an agreement will be consummated for including the EPR as the basis of the participant's record with that agency.

C. EPR Linkages.

Full implementation of the CYEP will link CYEP with community vocational, secondary, and post secondary educational facilities, with rehabilitation services from social agencies, and with the employers of the local labor market. Each system would be linked by a common EPR, individualized for the development of each participant. Describe the major efforts that will be taken to achieve this linkage indicating the timeframes for achieving these efforts. Clearly state what efforts will be made the 1st year and the 2nd year of the CYEP demonstration.

D. LEA Linkages.

In-school programs for elementary and/or secondary school age youth are to be operated pursuant to written agreements between the prime sponsor and the LEA(s). Describe the basic nature of the agreement (if any) in terms of the LEA's role and responsibilities under the agreement. Has this linkage changed relative to FY 1979 and FY 1978? If so, how?

VI. CYEP Implementation Schedule.

A. CYEP Design.

Either with a martix or chart, provide a description of the transition process for moving the current categorical approach to serving youth to a consolidated youth employment delivery system.

The accompanying narrative should show how service delivery changes will be made over time and how the sponsor will integrate the EPR process as the basis for planning and selecting service deliverers for FY 1980 and FY 1981, to total consolidation by the end of the two-year demonstration. This section should array the basic CYEP elements, show those changes that will be immediate; and those that will be put in place next year. For each element, address its implementation against the two year cycle.

	1st Year	2nd Year
1. EPR		
2. Certification		
3. Performance standards		
4. Limited Services		
a. Individualized		
b. Generalized		
5. CYEP MIS		

B. Employability Plan and Record

The EPR and the CYEP service agreement are the basic road map for tracking individual progress and achievement of goals set out for each participant. Describe the basic procedures that will be used to determine the effectiveness of the EPR, indicating how the sponsor will determine if the structure initially used for the design of the EPR is the best for accomplishing the job. (As an example, institutional adoption of the CYEP EPR is one test of effectiveness.)

C. Certification System.

Service agreements will specify the level of competencies to be gained by the completion of each unit of service or combination of units. Describe the procedures that will be used to certify each of the four basic competencies, indicating the standards that will be used to measure competencies for each level. Also indicate what method will be used to record these competencies. (For example, if academic credit or job certificates will be issued, how will these be recorded or registered and how will future record of these be maintained?)

D. Performance Standards

Prime sponsors will have to conceptualize basic standards for determining unit of service durations and expectations for competencies. These standards will be the basis for developing service agreements, insuring basic uniformity to the unit of service concept within each sponsor area.

1. Describe the basic standards that will be used for determining the basic unit of service activity durations and completion levels.

2. Describe the methods that will be used to determine completion of the unit of service in terms of the standards developed. Contrast this with criteria that can be used to judge non-completion and how will the standards be inforced.

E. CYEP Management Information System

Describe the changes that will be implemented to move the current CETA/MIS system to one that will track participant EPR's, units of services (completers vs. noncompleters), certifications for CYEP. In addition, indicate what changes will be necessitated to track participant characteristics by units of services. The description should be a road map indicating what changes will occur and when (first year, and second year).

VII. Evaluation.

Provide a description of the sponsor's self evaluation process for evaluating the:

1. selection and assessment process;

2. effectiveness of the units of services' standards of performance;

3. certification process (Is it working? Integrity of the process);

4. service agreement procedures;

5. EPR and MIS tracking; and

6. citizen review process.

The evaluation will determine the adequacy and effectiveness of each CYEP element. It must assess the development of procedures and the effectiveness of the procedures. The basic judgmental question to be answered is, "Is this the best way to do it?" The evaluation should also track changes or adjustments made as the evaluation feeds back information on evaluation findings. These findings and changes will be described in the quarterly and annual narrative summary report.

VIII. Extraordinary CYEP Costs.

A. Implementaiton of CYEP will result in changes to the sponsor's current way of doing CETA business - planning activities, purchasing and reporting activities. On a negotiated basis, the cost of making these changes will be covered through the CYEP grant; therefore, provide a projected cost estimate for any anticipated changes that will need additional funds. These costs should be itemized. Sponsors will modify this list as other changes are realized.

B. A select number of CYEP sponsors may be funded to undertake special knowledge development activities through linkages with LEA's Job Service (Employment Service), Vocational and Career Education. Some examples of such special CYEP knowledge development activities include:

- automated on-line EPR's with schools and Job Service local offices;

- limited services through EPR's with Job Service offices; and

- EPR linkages with vocational and career education systems.

Provide a basic description of the sponsor's interest (if any) in such efforts and give estimates of this knowledge development cost.

IX. Special Wage and Allowance Systems (Reserved)

Within a select number of CYEP sponsor, special wage rate and allowance rate systems will be tested. These activities must be approved prior to implementation. For each system, the basic special wage or allowance standards as outlined in the CYEP guidelines and the guideline addenda will be discussed. Sponsors wishing to undertake these activities may provide a preliminary description of proposed special payment systems; however, these activities will not be approved until final guidelines are issued. A preliminary description will serve to surface the sponsor's thinking in this area as well as raise questions needing further clarification by the Department of Labor.

Attachment I.A.

CYEP
Significant Segment

Analysis of Need

Youth Characteristics	Title IIB/C	YETP	YCCIP	Summer
Male				
Female				
14-15				
16-17				
18-19				
20-21				
Student				
School Dropout				
High School Graduate (or Equivalent)				
Post High School Attended				
Non-white*				
Hispanic				
Economically Disadvantaged				
Handicapped				
Offender				
Single Parent				
Total Youth served@				
Total Participants served				

Fiscal year 1979 data projections based upon data as of _____.

*Black (non hispanic), American Indian, Alaskan Native, Asian or Pacific Islander, inclusive.

@Participants, age 14 through 21 inclusive.

Monthly Cumulative Youth Enrollments

Fiscal Year 1978	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Title I (II B/C												
YETP												
YCCIP												
SYEP (SYEP)												
TOTAL												
Fiscal Year 1979												
Title II B/C												
YETP												
YCCIP												
SYEP												
TOTAL												

Attachment I.C.

CYEP Participants (Plan)
(Cumulative)

Unit of Services	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
Limited Services												
Work Experience												
On-the-job training												
Skill training												
Education												
Pre-Emp. Exp												
Supportive Services (only)												
Work exp. & Skill Training												
Work Exp. & Ed.												
Work Exp. & Pre-Emp. Exp.												
On-the-job training & Skill Training												
On-the-job training & Ed.												
On-the-job training & Pre-Emp. Exp.												
Skill training & Ed.												
Skill training & Pre-Emp.												
Education & Pre. Emp.												

Attachment I. D.

Omb Approval No. 44-R1693

U.S. DEPARTMENT OF LABOR • Employment and Training Administration

SUMMARY OF SUBRECIPIENTS AND CONTRACTORS

1. GRANT NUMBER

2. NAME OF PRIME SPONSOR LIAISON OFFICIAL

3. TYPE OF PROGRAM ("X" one)

a. ☐ II - B, C b. ☐ II - D c. ☐ III (Specify) ..... d. ☐ IV - VETP

e. ☐ VI f. ☐ VII g. ☐ Other (Specify) .....

4. SUBRECIPIENT OR CONTRACTOR	5. TYPE OF AGENCY OR ORGANIZATION	6. TYPE OF ACTIVITY, SERVICE OR FACILITY TO BE PROVIDED	7. TOTAL BUDGET	NUMBER OF TRAINING SLOTS, WORK EXPERIENCE OR PSE JOBS (As applicable)	9. DURATION OF ACTIVITY/ FINANCIAL AGREEMENT

ETA 2381 (Apr. 1978)

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Attachment II

CYEP FINANCIAL STATUS REPORT

Instructions for completing the CYEP Financial Status Report

Item I — Annual Plan Number

Enter the CYEP annual plan subpart number assigned by the Employment and Training Administration Regional Office.

Item 2 — Reporting Period

Enter the month, day, and year of the beginning and ending dates of the reporting period.

Item 3 — Prime Sponsor's Name and Address

Enter the prime sponsor's name, street address, city, State, ZIP code and telephone number (including area code).

Section IV — Units of Service

This section of the form provides for reporting of program and participant support costs and the total accrued expenditures for each unit of service as of the close of business at the end of the reporting period.

Column A — Program Support

For each of the corresponding units of service, enter the program support costs. Include in this column expenditures for worksite supervision, training, and services.

Column B — Participant Support

For each of the corresponding units of service, enter the participant support costs. Include in this column expenditures for participants' wages, fringe benefits, and allowances.

Column C — Total

For each of the corresponding units of service, enter the total accrued expenditures. The entry in this column equals the sum of Colunm A and Column B.

Line IV. a. — Work Experience

Enter the program and participant support costs, and the total accrued expenditures for the work experience unit of service. Also include on this line, work experience expenditures incurred in a contract or subgrant.

Line IV. b. — On-the-Job Training

Enter the total accrued expenditures for the on-the-job training unit of service. Also include on this line, on-the-job training expenditures incurred through a contract or subgrant.

Line IV. c. — Skill Training

Enter the program and participant support costs and total accrued expenditures for the skill training unit of service. Include the costs incurred through a contract or subgrant.

Line IV. d. — Education

Enter the program and participant support costs and the total accrued expenditures for the education unit of service. Include on this line, expenditures for basic remedial education, GED and English-as-a-second language.

Line IV. e. Preemployment Experience

Enter the program and participant support costs and the total accrued expenditures for the preemployment experience unit of service. Expenditures on this line may include those for any program of preemployment experience. A preemployment experience activity must be on a regularly scheduled basis, structured with a definite beginning and end, designed to meet a defined objective, and designed such that youth are assigned to the unit of service based on an assessed need. A vocational exploration program may be considered as a preemployment experience activity.

Line IV. f. Supportive Services Only

Enter the total accrued expenditures for the supportive services only unit of service. Include on this line, supportive service expenditures for participants not in another unit of service. Also include on this line expenditures for supportive services as defined in 20 CFR 676.25-5(c).

NOTE: Do not include on this line, expenditures for supportive services which are directly attributable to another unit of service.

Line IV. g. Work Experience and Skill Training

Enter the program and participant support costs and the total accrued expenditures for the work experience and skill training unit of service.

Line IV. h. Work Experience and Education

Enter the program and participant support costs and the total accrued expenditures for the work experience and education unit of service.

Line IV. i. Work Experience and Preemployment Experience

Enter the program and participant support costs and the total accrued expenditures for the work experience and preemployment experience unit of service.

Line IV. j. On-the-Job Training and Skill Training

Enter the program and participant support costs and the total accrued expenditures for on-the-job training and education unit of service.

Line IV. l. On-the-Job Training and Preemployment Experience

Enter the program and participant support costs and the total accrued expenditures for the on-the-job training and preemployment experience unit of service.

Line IV. m. Skill Training and Preemployment Experience

Enter the program and participant support costs and the total accrued expenditures for the institutional training and preemployment experience unit of service.

Line IV. n. Skill Training and Education

Enter the program and participant support costs and the total accrued expenditures for the skill training and education unit of service.

Line IV. o. Education and Preemployment Experience

Enter the program and participant support costs and the total accrued expenditures for the education and preemployment experience unit of service.

Line IV. p. Subtotal

Enter in Column A, Column B, and Column C the subtotal, which is the sum of lines IV. a. through IV. o.

Line IV. q. Limited Services

Enter the total accrued expenditures for the limited services component. Include the total accrued expenditures for both individual and generalized limited services.

Line IV. r. Grand Total

Enter, in Column A, Column B, and Column C the grand total, which is the sum of lines IV. a. through IV. q.

Comments

Enter any explanations related to the CYEP FSR. Also use this block to enter any other comments or questions.

U.S. DEPARTMENT OF LABOR • Employment and Training Administration

CYEP FINANCIAL STATUS REPORT
(Demonstration Project)

1. ANNUAL PLAN NUMBER

2. REPORTING PERIOD (Month, Day, Year)

3. PRIME SPONSOR'S NAME AND ADDRESS (No., Street, City, State, ZIP Code)

IV. UNITS OF SERVICE	PROGRAM SUPPORT (A)	PARTICIPANT SUPPORT (B)	TOTAL (C)
a. Work Experience			
b. On-the-Job Training			
c. Skill Training			
d. Education			
e. Pre-Employment Experience			
f. Supportive Services Only			
g. Work Experience and Skill Training			
h. Work Experience and Education			
i. Work Experience and Pre-Employment Experience			
j. On-the-Job Training and Skill Training			
k. On-the-Job Training and Education			
l. On-the-Job Training and Pre-Employment Experience			
m. Skill Training and Pre-Employment Experience			
n. Skill Training and Education			
o. Education and Pre-Employment Experience			
p. Sub-Total			
q. Limited Services			
r. GRAND TOTAL			

COMMENTS

ETA 6407 (Jul. 1979)

Attachment II-A

CYEP PROGRAM STATUS SUMMARY

Instructions for completing the CYEP Program Status Summary

Item 1 — Annual Plan Number

Enter the CYEP annual plan subpart number assigned by the Employment and Training Administration Regional Office.

Item 2 — Reporting Period

Enter the month, date and year of the beginning and ending dates of the reporting period.

Item 3 — Prime Sponsor's Name and Address

Enter the prime sponsor's name, address, city, State, ZIP Code, and telephone number (including area code).

Registrants

Included in this section is the current number of registrants in each of the registrant categories as of the close of business on the last day of the reporting period. In addition, report the cumulative number of registrants and comprehensive services eligible and participants. A youth may be assigned to only one registrant category at any given time.

Column a — Current

For each of the corresponding registrant categories, enter the number of CYEP youth in each registrant category as of the last day of the reporting period.

Column b — Year-to-Date

For the appropriate registrant categories, enter the cumulative number of CYEP youth in the category from the beginning of the fiscal year to the end of the reporting period. Count each youth at the time he/she is placed in the registrant category for the first time. A youth is counted only once in any category no matter how many times he/she may enter the category.

Line A. — Limited Services Eligible

Enter the number of registrants whose family income is above 85 percent of the lower living standard income level. Registrants in this category may only receive: 1) an EPR, excluding the CYEP service agreement, 2) assessment services, no less than every 6 months, and 3) limited services as defined in 20 CFR 689.9(c).

NOTE: Do not include on this line youth who receive generalized limited services only, i.e., youth who have recived limited services but have not registered for the program.

Line B. — Comprehsneive Services Eligible

Enter the number of registrants who are eligible for all CYEP units of service, are not currently receiving services, and are not scheduled to be in any unit of service within 30 days.

Line C. — Transition

Enter the number of registrants who are eligible for all CYEP units of service and whose CYEP service agreement calls for active participation in a unit of service within 30 days. Include those registrants who have completed, dropped out, or been removed from a unit of service within the last 30 days. Registrants in this category must be followed up within 30 days of the time they completed, dropped out, or was removed from the last unit of service.

NOTE: Registrants are not to remain in this category more than 30 days at a time.

Line D. Participant

Enter the number of registrants who are actively participating in a unit of service. Registrants in this category must have their status checked at least once every 30 days. The service agreement will indicate the intervals at which comprehensive assessments are to occur.

Line E. Unavailable for Services

Enter the number of registrants who: 1) moved from the prime sponsor area, 2) entered the armed forces, or 3) cannot be located after reasonable attempts by the prime sponsor to make contact. Registrants in this category require no followup unless the youth subsequently seeks services.

Comments Enter any explanations related to the CYEP PSS. Also use this block to enter any other comments or questions.

U.S. DEPARTMENT OF LABOR • Employment and Training Administration

CYEP PROGRAM STATUS SUMMARY

(Demonstration Project)

1. ANNUAL PLAN NUMBER

2. REPORTING PERIOD *(Mo., Day, Year)*

3. PRIME SPONSOR'S NAME AND ADDRESS *(No., Street, City, State, ZIP Code)*

	CURRENT (a)	YEAR-TO-DATE (b)
Registrants		
A. Limited Services Eligible		
B. Comprehensive Services Eligible		
C. Transition		
D. Participant		
E. Unavailable for Services		

COMMENTS

ETA 8494 (Jul. 1979)

Attachment IIB

CYEP PARTICIPANTS

Instructions for completing the CYEP Participants Report.

Item 1 — Type of Report ("X" one)

Enter an "X" in the appropriate box.

Item 2 — Reporting Period

Enter the month, day and year of the beginning and ending date of the reporting period.

Item 3 — Annual Plan Number

Enter the CYEP annual plan subpart number assigned by the Employment and Training Administration Regional Office.

CYEP Participants (On-Board)

This section provides the number of participants receiving individualized limited services or activity participating in a unit of service as of the close of business on the last day of the reporting period, cross-tabulated by participant characteristics.

Column a — Completer

For each of the corresponding units of service, enter the number of participants who met the completion standard of unit of service during the reporting period.

Column b — Noncompleter

For each of the corresponding units of service, enter the number of participants who dropped out or were removed from a unit of service during the reporting period.

Column c — Total

For each of the corresponding items, enter the total number of participants (male and female) who were participating in CYEP

activities as of the last day of the reporting period. This column is the sum of Column c. 1. and Column c. 2.

Sex

Column c. 1. Male

For each of the corresponding items, enter the number of males who were participating in a CYEP activity as of the last day of the reporting period. This column is a break out of Column c - Total.

Column c. 2. Female

For each of the corresponding items, enter the number of females who were participating in a CYEP activity as of the last day of the reporting period. This column is a break out of Column c - Total.

Age Group

Column d. 14 and 15

For each of the corresponding items, enter the number of 14- and 15-year old youth who were participating in a CYEP activity as of the last day of the reporting period.

Column e. 16 and 17

For each of the corresponding items, enter the number of 16- and 17-year old youth who were participating in a CYEP activity as of the last day of the reporting period.

Column f. 18 and 19

For each of the corresponding items, enter the number of 18- and 19-year old youth who were participating in a CYEP activity as of the last day of the reporting period.

Column g — 20 and 21

For each of the corresponding items, enter the number of 20- and 21-year old youth who were participating in a CYEP activity as of the last day of the reporting period.

Ethnic Group

Column h — Black (Not Hispanic)

For each of the corresponding items, enter the number of youth participating in a CYEP activity as of the last day of the reporting period who were Black (Not Hispanic), i.e., a person having origins in any of the black racial groups of Africa.

Column i — Hispanic

For each of the corresponding items, enter the number of youth participating in a CYEP activity as of the last day of the reporting period who were Hispanic, i.e., a person of Mexican, Puerto Rican, Cuban, Central or South American, or other Spanish culture or origin regardless of race.

Labor Status

Column j — In-school

For each of the corresponding items, enter the number of youth participating in a CYEP activity as of the last day of the reporting period who were considered in-school youth as defined in 20 CFR 675.4.

Column k — Out-of-school

For each of the corresponding items, enter the number of youth participating in a CYEP activity as of the last day of the reporting period who were considered out-of-school.

Column l — Economically Disadvantaged

For each of the corresponding items, enter the number of youth participating in a CYEP activity as of the last day of the reporting period who were determined to be economically disadvantaged as defined in 20 CFR 675.4.

Column l l. — Handicapped

For each of the corresponding items, enter the number of youth participating in a CYEP activity as of the last day of the reporting period who were considered handicapped as defined in 20 CFR 675.4. This column is a break out of Column l - Economically Disadvantaged.

Column m — Offender

For each of the corresponding items, enter the number of youth participating in a CYEP activity as of the last day of the reporting period who were offenders as defined in 20 CFR 675.4.

Column n — Single Parent

For each of the corresponding items, enter the number of youth participating in a CYEP activity as of the last day of the reporting period who were single, abandoned, separated, divorced or widowed and who have one or more children living with them.

Item A. Individualized Limited Services

Enter the number of participants receiving individualized limited services during the reporting period. Count each participant only once regardless how many times service is received during the reporting period.

Item B. Units of Service

Include in the following items the number of participants in a unit of service as of the close of business on the last day of the reporting period.

Item B. 1. Work Experience

Enter the number of participants in the work experience unit of service.

Item B. 2. On-the-Job Training

Enter the number of participants in the on-the-job training unit of service. On-the-job training is defined in 20 CFR 676.25-2.

Item B. 3. Skill Training

Enter the number of participants in the skill training unit of service. Include in this item participants who received skill training in an institutional setting, including vocational education.

Item B. 4. Education

Enter the number of participants in the education unit of service. Include in this item participants in basic remedial education, GED and English-as-a-second language.

Item B. 5. Pre-Employment Experience

Enter the number of participants in the pre-employment experience unit of service. Include in this item participants in structured vocational exploration programs.

Item B. 6. Supportive Services Only

Enter the number of participants in the supportive services only unit of service. Include in this item participants who receive supportive services as described in 20 CFR 676.25-5(c).

NOTE: Do not include participants who receive supportive services as part of another unit of service.

Item B. 7. Work Experience and Skill Training

Enter the number of participants in the work experience and skill training unit of service.

Item B. 8. Work Experience and Education

Enter the number of participants in the work experience and education unit of service.

Item B. 9. Work Experience and Pre-Employment Experience

Enter the number of participants in the work experience and pre-employment experience unit of service.

Item B. 10. On-the-Job Training and Skill Training

Enter the number of participants in the on-the-job training and skill training unit of service.

Item B. 11. On-the-Job Training and Education

Enter the number of participants in the on-the-job training and education unit of service.

Item B. 12. On-the-Job Training and Pre-Employment Experience

Enter the number of participants in the on-the-job training and pre-employment experience unit of service.

Item B. 13. Skill Training and Education

Enter the number of participants in the skill training and education unit of service.

Item B. 14. Skill Training and Pre-Employment Experience

Enter the number of participants in the skill training and pre-employment experience unit of service.

Item B. 15. Education and Pre-Employment Experience

Enter the number of participants in the education and pre-employment experience unit of service.

Item B. 16. Total

Enter the total in Columns a through m.

CYEP Participants (Year-to-date)

This section provides the cumulative number of participants who have received limited services, the number of participants who have entered a unit of service for the first time, and the number of participants who have entered the same unit of service more than once from the beginning of the fiscal year to the end of the reporting period.

Column a Completer

For each of the corresponding units of service, enter the number of participants who met the completion standard of unit of service.

Column b — Non-Completer

For each of the corresponding units of service, enter the number of participants who dropped out or were removed from the unit of service.

Column c — Total

For each of the corresponding items, enter the total number of participants (male and female) who were in a CYEP activity. This column is the sum of column c. 1. and column c. 2.

Sex

Column c. 1. — Male

For each of the corresponding items, enter the number of males who participated in a CYEP activity.

Column c. 2. — Female

For each of the corresponding items, enter the number of females who participated in a CYEP activity.

Age Group

Column d — 14 and 15

For each of the corresponding items, enter the number of participants who were 14 and 15 years old when they entered the CYEP activity.

Column e — 16 and 17

For each of the corresponding items, enter the number of participants who were 16 and 17 years old when they entered the CYEP activity.

Column f — 18 and 19

For each corresponding items, enter the number of participants who were 18 and 19 years old when they entered the CYEP activity.

Column g — 20 and 21

For each of the corresponding items, enter the number of participants who were 20 and 21 years old when they entered the CYEP activity.

Ethnic Group

Column h — Black (Not Hispanic)

For each of the corresponding items, enter the number of Black (Not Hispanic) participants from the beginning of the fiscal year to the end of the reporting period. Include in this column, participants who have origins in any of the black racial groups of Africa.

Column i — Hispanic

For each of the corresponding items, enter the number of Hispanic participants from the beginning of the fiscal year to the end of the reporting period. Include in this column, participants

who are of Mexican, Puerto Rican, Cuban, Central or South American, or other Spanish culture or origin regardless of race.

Labor Status

Column j — In-School

For each of the corresponding items, enter the number of participants from the beginning of the fiscal year to the end of the reporting period who were considered in-school as defined in 20 CFR 675.4 - when they entered the CYEP activity.

Column k — Out-of-School

For each of the corresponding items, enter the number of participants from the beginning of the fiscal year to the end of the reporting period who were considered out-of-school when they entered the CYEP activity.

Column l — Economically Disadvantaged

For each of the corresponding items, enter the number of participants from the beginning of the fiscal year to the end of the reporting period who were economically disadvantaged as defined in 20 CFR 675.4 when they entered the CYEP activity.

Column l l. — Handicapped

For each of the corresponding items, enter the number of participants from the beginning of the fiscal year to the end of the reporting period who were considered handicapped as defined in 20 CFR 675.4. This column is a break out of column l, - Economically Disadvantaged.

Column m — Offender

For each of the corresponding items, enter the number of participants from the beginning of the fiscal year to the end of the reporting period, who were offenders as defined in 20 CFR 674.4 when they entered the CYEP activity.

Column n — Single Parent

For each of the corresponding items, enter the number of participants from the beginning of fiscal year to the end of the reporting period, who were single, abandoned, separated, divorced or widowed and who have one or more children living with them when they entered the CYEP activity.

Column o — Re-entrant* (Year-to-Date Only)

For each of the corresponding items, enter the number of participants who, from the beginning of the fiscal year to the end of the reporting period, entered the CYEP activity more than once. Count each participant each time he/she enters the activity, after the initial entry. (No participant characteristics information will be collected on these youth).

Item A. — Individualized Limited Services

Enter the number of participants who received individualized limited services, from the beginning of the fiscal year to the end of the reporting period. Count each participant only once regardless how many times service is received during the fiscal year.

Item B — Units of Service

Include in this item the number of participants who enter a unit of service from the beginning of the fiscal year to the end of the reporting period. Count each participant only once in a unit of service regardless how many times he/she may enter the same unit of service during the fiscal year. Record all participant characteristics when a youth enters a unit of service for the first time.

Item B. 1. — Work Experience

Enter the number of participants who entered the work experience unit of service.

Item B. 2. — On-the-Job Training

Enter the number of participants who entered the on-the-job training unit of service as defined in 20 CFR 676, 25-2.

Item B. 3. — Skill Training

Enter the number of participants who entered the skill training unit of service. Include, in this item, participants who entered skill training in an institutional setting, including vocational training.

Item B. 4. — Education

Enter the number of participants who entered the education unit of service. Include, in this item, participants who entered basic remedial education, GED and English-as-a-second language.

Item B. 5. — Pre-Employment Experience

Enter the number of participants who entered the pre-employment experience unit of service. Include, in this item, participants who participated in a structured vocational exploration activity.

NOTE: Do not include participants who receive pre-employment experience as part of another unit of service.

Item B. 6. Supportive Services Only

Enter the number of participants who entered the supportive services only unit of service. Include, in this item, supportive services as defined in 20 CFR 676.25-5(c).

NOTE: Do not include participants who receive supportive services as part of another unit of service.

Item B. 7. Work Experience and Skill Training

Enter the number of participants who entered the work experience and skill training unit of service.

Item B. 8. Work Experience and Education

Enter the number of participants who entered the work experience and education unit of service.

Item B. 9. Work Experience and Pre-Employment Experience

Enter the number of participants who entered the work experience and pre-employment experience unit of service.

Item B. 10. On-the-Job Training and Skill Training

Enter the number of participants who entered the on-the-job training and skill training unit of service.

Item B. 11. On-the-Job Training and Education

Enter the number of participants who entered the on-the-job training and education unit of service.

Item B. 12. On-the-Job Training and Pre-Employment Experience

Enter the number of participants who entered the on-the-job training and pre-employment experience unit of services.

Item B. 13. Skill Training and Education

Enter the number of participants who entered the skill training and education unit of service.

Item B. 14. Skill Training and Pre-Employment Experience

Enter the number of participants who entered the skill training and pre-employment experience unit of service.

Item B. 15. Education and Pre-Employment Experience

Enter the number of participants who entered the education and pre-employment experience unit of service.

Item B. 16. Total

Enter the total in Columns a through m.

U.S. DEPA ENT OF LABOR • Employment and Training Administration

CYEP PARTICIPANTS
(Demonstration Project)

1. T OF REPORT ("X" one) ☐ On Board ☐ Year-To-Date*

2. REPORTING PERIOD (Mo., Day, Year)

3. ANNU AN NO.

CYEP ACTIVITIES	Com-pleter	Non-Com-pleter	TOTAL	SEX		AGE GROUP				ETHNIC GROUP		LABOR STATUS		Econ. Disad.	Handi-capped	Offen-der	Single Parent	Re-Entrant*
				Male	Female	14 - 15	16 - 17	18 - 19	20 - 21	Black (Not Hispanic)	Hispanic	In-School	Out-of-School					
	a	b	c	1.	2.	d	e	f	g	h	i	j	k	l	t.	m	n	o
A. Individualized Ltd. Services																		
B. Units of Service																		
1. Work Experience																		
2. OJT																		
3. Skill Training																		
4. Education																		
5. Pre-Employment Experience																		
6. Supportive Services Only																		
7. Work Experience & Skill Training																		
8. Work Experience & Education																		
9. Work Experience & Pre-Employ. Exper.																		
10. OJT and Skill Training																		
11. OJT and Education																		
12. OJT and Pre-Employ. Experience																		
13. Skill Training and Education																		
14. Skill Trng./Pre-Employ. Experience																		
15. Education and Pre-Employ. Exper.																		
16. TOTAL																		

1-86

* Use the Re-Entrant Column to report activity on the Year-To-Date Report ONLY.

ETA 8495 (Jul. 1979)

ATTACHMENT III

Description of Process Evaluation of CYEP Methodology

A) Overview

The process evaluation of CYEP will be designed to capture both the administrative and programmatic aspects of moving from a categorical approach in planning and operating youth employment and training programs to a consolidated model in which it is possible to consider each youth's interest, skills and aptitudes and to structure activities over a period of time according to age, educational status, degree of competency and special problems.

Case studies of each of the CYEP sites will be conducted over a 2-year period in order to draw general conclusions about CYEP projects and to document the unique ways that each site deals with the administrative and program design requirements of the CYEP model. Distinctions will be made where necessary between BOS, statewide, urban, rural, large and small demonstration sites.

It is anticipated that each site will be monitored on the average of four days per month during the first year and four days, quarterly thereafter. Case studies will be conducted under the direct management and coordination of a study leader who will also be responsible for producing quarterly study overviews and first and second year summary reports.

B) Evaluation Products and Anticipated Timetable

Quarterly process evaluation reports will be prepared for each site and in summary for all sites as a program overview. The initial quarterly report will focus on planning and transition issues and problems associated with the priority concerns discussed below. Subsequent reports will track the implementation of the CYEP design and will assess the impact of the CYEP on program operations relative to these focus areas. The need for base line data from categorical program operations in fiscal 1979 against which to measure change within each focus area will require that information on each site be developed and written up within the early months of the evaluation. The base line information should be incorporated in program evaluations beginning no later than the second quarterly report.

An end of year summary analysis will be prepared by the study leader presenting an overview of findings from all CYEP sites, including issues and problems raised relative to the implementation process. The year end report will also include an assessment of the impact of the CYEP design on program operations thus far, and any recommendations, regarding desirable modifications for the second demonstration year. The final evaluation report, to be completed by June 1981, should summarize the findings of the 24-month period of the study, and make recommendations regarding application of what was learned from the demonstration to the administration of CETA youth programs in general.

C) Evaluation Content

The evaluation will focus on the following priority areas:

1. Planning consolidated year round multi-year youth programs.

The process evaluation will document how and why planning decisions were made in FY 1979 under YCCIP, YETP and SYEP and how and on what basis they are being made under CYEP. Particular attention will be given to: the rationale for assignment of youth to various youth programs in FY 1979 and to particular service activities under CYEP; the impact of EPR's if any, on planning decisions; the basis on which decisions on summer programming under YETP, YCCIP, Title II and SYEP were made including questions of concurrent enrollments; how previous programming compares to the allocation of resources for summer under CYEP; how criteria for selecting program deliverers changed because of CYEP; how the role of the youth council was strengthened because of CYEP design; and if linkages with other CETA activities (particularly Title II B/C) and non-CETA activities improved because of CYEP.

The evaluation will seek to determine the relevance of program plans to actual program operations in both FY 1979 and under CYEP by comparing program plans in each year to actual program operations. This assessment will be based on observation of program operations, review of program records, sample interviews of youth planning council members and staff, key prime sponsor staff involved in program planning regional office staff, and comparison of the written plans to YCCIP, YETP, SYEP and Title II B/C with those for CYEP.

The review of the second year planning process will suggest how lessions learned in the first year were applied to refine the model design. It will assess the planned second year changes in seasonal programming; service mix as reflected in utilization of untis of service; administrative arrrangements; the MIS; the implementation of the EPR and CYEP service agreement concepts; and development and utilization of certification and unit of service completion standards. In addition, it will indicate how various program components can be assessed as the data base broadens during the second year.

2. Program Description

For each deomonstration site, the evaluation will create a matrix comparable to the one contained in the CYEP planning document using the FY 1979 YETP, YCCIP, Title II and SYEP program information. The matrix will contain base-line data on: the service mix, the number of youth served within each program or service activity and the expenditures, if possible, calculated in a monthly basis to get a sense of the seasonality. In other words, there will be an attempt to "decompose" categorical program program records for 1979 to put them in the same format as the statistical reports which will become available for CYEP in 1980 and 1981.

Once this baseline information is prepared, the activities which are provided in fiscal 1980 and fiscal 1981 will be compared to determined the changes over time in implementing a non-categorical individualized approach.

3. Employability Plan and Record and CYEP Service Agreement

Since the EPR and CYEP Service Agreement are central to the whole CYEP program, they will effect the program's design, MIS, administrative system and criteria for measuring program success. EPR's concentrate on individual progress and achievement of goals set out for that individual within the context of the CYEP program. The evaluation will assess the usefulness of the EPR to improve the quality and appropriateness of services to participants, and as a management tool, to better structure the delivery of services to youth.

In each site a sample of participants EPR's and CYEP Service Plan will be tracked over the period of evaluation to document the participants program experience. A comparison group of FY 1979 participants will be created by drawing a sample of individual program records from each of the Title IV youth programs. For each sample, an analysis will be made of: the type of service received by significant population segment; the movement of youth from activity to activity; the length

of time youth stayed within an activity (unit of service), and the CETA program as a whole; linkages with other community resources; and the nature of program outcomes related to interventions used.

The analysis of a sample of CYEP service agreements will determine whether this leads to different prescriptions for like youth. The tracking of services will also determine whether service plans are fulfilled. For the sample, it will be assessed whether the service plans are consistent with the broader employability plan (EPR) for each individual.

The same exercise will be repeated in the second year -- tracking both a new sample of enrollees as well as those checking in the first year to determine whether there is multi-year continuity in services. An issue of interest will be whether registrants, particularly Limited Services Eligible registrants can be effectively referred to other sources of services and whether linkages can be established with vocational education and education to utilize the EPR concept and to develop service agreements which are consistent with and will become a part of this plan. In the second year, the usefulness of the record of individual performance and status as a tool for fine-tuning prescriptions for individuals will be assessed.

4. Credentialling and Program Measurement

The CYEP program introduces a new concept of certification standards for documenting competencies and completion standards for untis of service gained to measure an individual's movement within EPR. It is also intended as a planning tool to structure service interventions in a secuenced manner responsive to the needs of individual youth. Program measurement thus is concerned with tracking individual progress through a series of units of service. Rather than concentrating entirely on termination measures as indicators of program success, program effectiveness can thus be monitored through a series of incremental intermediary measures related to individual participant progress within the program. The existence of a record service and a plan for future service will make it possible to assess the appropriateness of the service strategy being pursued by the individual as part of the EPR.

Each site will establish its own criteria and measures for each unit of service for each individual, as well as requirements for completion of that unit. This must be more than a paper exercise if it is to be effective. Noncompletion should be noted in the EPR and nominal participation without performance should not be tolerated. The requirements for completion

of a unit of service should be preformance based. The evaluation must track individuals through the system on a case-by-case basis to determined whether the integrity of this process is maintained and whether the deliverers of services are aware of an apply the same standards as the CYEP service contract stipulations.

The CYEP also calls for locally established benchmarks of performance outside the unit of service concept. The four basic competencies are: (1) a certificate of proven understanding of the world of work and its demands--preemployment competency; (2) the demonstrated ability to show up for and perform on-the-job -- work maturity; (3) educational competency measures; and (4) skills competency certifications. It may take several units of service as well as outside experiences to attain these certifications. The standards for such certifications must be jointly developed with all elements in the community, particularly, business and labor, education, and community-based organizations. Establishment of certification procedures may be a primary activity of the Youth Council and the PIC.

The evaluation must assess the development of these standards as well as their application in particular cases. It must be determined whether these can be developed in any way as recognizable credentials and whether they can improve the recognition of CETA as a mechanism for developing and identifying employable individuals.

5. Administrative Changes Necessitated by the CYEP Design

The evaluation will be concerned with the implications of the CYEP design for the program's MIS, administrative costs and responsibilities as well as grant management including initial negotiation and modification of grants at the prime sponsor, regional and national office levels.

The CYEP MIS will not be included in the Regional Automated System during the demonstration because of the experimental nature of the performance measures and reporting categories being used. As stated, the evaluation will document the adaptions made to current MIS's or creation of new ones. In addition it will seek to determine whether the information contained in the CYPIS MIS is used by program staff, and if so, how utilization of MIS outputs differs from what existed prior to CYEP implementation.

It is expected that consolidation of youth programs into one decategorized program will simplify administrative procedures and reduce the paperwork burden on prime sponsors. The evaluation will assess whether these expectations are realized.

The assessment of administrative issues will be based on the interview of regional offices field and grant management staff, prime sponsor administrative staff, and OYP and OAM, staff. The perception of these persons and the evaluators' observation of operations under CYEP, in addition to a review of administrative procedures and actual products prepared to respond to these paperwork requirements will contribute to this assessment. Skill will be required in separating start-up and transition difficulties from those which would prevail over the long-run under a county program.

WORKING PAPER NO. 1

CYEP CONCEPTS AND DEFINITIONS

The purpose of this project is to define key concepts involved in the Consolidated Youth Employment Project for FY 1981. These concepts and definitions are key elements of new youth employment legislation or reauthorized Title IV legislation with amendments. The definitions presented below reflect knowledge and experience gained through initial implementation of CYEP in FY 1980. CYEP is intended to replace categorical youth programs with a single basic youth program and eligibility criteria. Provision will be made for targeting services on the basis of age, experience and relative need; and for incentive and discretionary programs.

The purpose of CYEP is to assure that eligible youth are provided with the means to build competencies that enable them to successfully enter and compete in the labor market. By focusing on youth age 14-21 with the most limited opportunities and the most serious barriers to employment, CYEP provides the preparation that eligible youth require to make a successful transition to employment. To achieve these ends, CYEP emphasizes the development of each individual's specific skills through a progression of educational, experiential and training activities.

CYEP will address this purpose through a program design that is based on five major assumptions. These assumptions are:

- Special intervention is needed to facilitate the successful transition to the adult labor market of low-income youth, especially youth who are minority group members, single parents or high school dropouts
- The needs of each eligible youth will be individually assessed to determine present interests, aptitudes, abilities and personal circumstances
- A career development service intervention strategy for each youth will be developed from a range of available service options based on assessment results
- Gains in abilities will be periodically measured and documented against a set of locally established criteria for career development

- The program will be managed based on specific levels of program performance to be attained, the degree to which youth are achieving individual gains, and by means of systems providing the information required to assess performance.

A. Employability Development Planning

Employability Development Planning is the ongoing process of designing a service intervention strategy tailored to the needs, abilities and interests of each individual youth and measuring each youth's gains in four competency areas. The first step in this process is assessment. The second step is development of an individual Employability Development Plan (EDP). Both of these steps are described below.

1. Assessment is the process of determining each youth's strengths and weaknesses relative to basic competencies and the capability of the program to meet identified needs; selecting an appropriate service strategy; and measuring each youth's progress on a periodic basis. Factors to be addressed in assessment include each youth's interests and apptitude, his/her present abilities and previous experience as well as those skills needed to compete successfully in the labor market, and personal circumstances.

   Major elements of assessment are:

   - Measuring the youth's initial level of career development. This "locates" the youth's present levels of competency in four areas: (1) pre-employment; (2) work maturity; (3) education and (4) occupational skill

   - Providing a rationale for and identifying a tentative long-range career development goal and competency objectives for each youth. The tentative long-range goal should provide general guidance for the development of a service intervention strategy. More specific guidance is provided by the competency objectives which reflect:

     - the youth's current level of competency in four areas of career development

     - Anticipated gains which the youth can make, given his or her current level, potential, and time and resources available

- Selecting the mix of services in which the youth will participate in order to achieve the stated competency objectives. This strategy may include services to be provided by CYEP as well as other CETA or non-CETA programs.

- An ongoing process of measuring each youth's gains in the four competency areas and progress towards accomplishment of the career development goal. This should occur periodically, including at a minimum, at the time of completion of each unit of service. Reassessment involves feedback to the youth and may lead to the revision of a youth's individual goal or service intervention strategy.

2. Employability Development Plan is the documentation which formalizes the individualized service strategy, outlines each step, and serves as the record of each individual youth's achievements. The EDP contains these elements:

   - The youth's long-range career development goal
   - The youth's competency levels at the time of initial assessment
   - The youth's competency objectives
   - The rationale for the competency objectives
   - Competency gains identified through periodic assessment
   - The planned service strategy, including planned units of service, their sequence, expected outcomes and time-frames
   - Outcomes, including units of service completed, benchmarks attained and credentials awarded.

B. Service Delivery

The delivery of services to each youth is based on the service strategy set forth in the EDP. The strategy is a sequential progression of units of service intended to bring about desired gains in each area of competency within established time-frames.

1. Units of Service are the educational, experiential and training activities available under CYEP. These units of service may be funded by CYEP or through nonfinancial agreements with other agencies. These units cover a continuum from basic to advanced career development services. Each unit of service refers to a group of interrelated activities designed to assist the youth in achieving an expected outcome. The units of service are:

   - General Limited Services--resources such as career days, job fairs and career information centers which are made available to the youth population in general
   - Individual Limited Services--individual assistance such as referrals, job counseling, career guidance and activities to reduce occupational sex stereotyping which is provided to youth not eligible for comprehensive youth services
   - Transitional Services--individual limited services provided to youth who are eligible for comprehensive youth services, but are not currently participating in any other unit of service
   - Pre-Employment Experience--which may include vocational exploration, work sampling, training and practice in basic job search skills, provision of labor market information and orientation to the world of work. Pre-Employment Experience is intended to be a sustained, scheduled activity analogous to classroom training
   - Work Experience--part-time or short term full-time subsidized employment under close supervision to provide basic experience in holding and performing on a job
   - On-the-Job Training (OJT)--employment, with reimbursement to the employer for the cost of training, in an entry level position on a career ladder
   - Skill Training--basic or advanced training in an institutional setting for acquiring skills in a specific occupation or cluster of occupations
   - Education--remedial and basic education in an institutional setting of a class size or individual nature, including preparation for a high school equivalency degree, instruction in English as a second language and awarding of academic credits
   - Education and Pre-Employment Experience
   - Work Experience and Pre-Employment Experience

- Work Experience and Education
- Work Experience and Skill Training
- Skill Training and Pre-Employment Experience
- Skill Training and Education
- OJT and Pre-Employment Experience
- OJT and Education
- OJT and Skill Training
- Job Search Assistance--job referrals and job development to assist youth desiring and prepared for full-time unsubsidized employment
- Supportive Services Only--assistance provided to comprehensive services eligible youth not enrolled in another unit of service.

2. Completion attests to participant achievement of the expected outcome in a unit of service.

3. Expected Outcome identifies the gain in competency which the individual youth is expected to make in a unit of service. Achievement of the expected outcome will assure that the youth is prepared for the next unit of service as specified in the EDP.

4. A Service Agreement is a mutual agreement between the individual youth and the service deliverer with Prime Sponsor oversight for one or more units of service. The Service Agreement records for each unit of service, the activities in which the youth will participate, the schedule for the unit of service (expected start and completion dates and number of hours per week), the service provider and the expected outcome.

C. Documenting Competency Acquisition

Each youth participating in CYEP is expected to acquire the minimum levels of competency necessary for successful transition to employment. These

competencies are grouped into four areas of career development and include: pre-employment, work maturity, education and occupational skills. The gains in competency are measured and documented throughout the youth's participation in the program. Career development activities should prepare each individual youth to the extent possible to enter and progress in career ladder occupations.

1. Career Ladder Occupations--those occupations which develop transferable skills and in which there is opportunity to move up and through related positions with increasing responsibility and compensation.

2. Measuring Gains--ascertaining the youth's progress in each of the four competency areas. Gains refer not to the absolute level attained, but to the degree of progress.

3. Benchmarking--attests to the individual's level of achievement in the four areas of career development. Benchmarking is individualized; criteria for determining the level of certification or documentation are benchmarks or locally determined standards. For example, using benchmarks, different individuals may be certified as having attained different grade levels in their reading ability.

4. Credentialling--documents an individual's achievement according to a standard set of benchmarks which will enable the youth to successfully enter and compete in the labor market. These standards are locally determined and measured. Credentials do not reflect individual variations in achievement; one standard is applied to all youth, and each youth either meets or does not meet the standard required to receive the credential.

D. Program Management

The individualized nature of the CYEP program requires sound management based on clear performance expectations and accountability. Performance expectations include both program performance standards and youths' individual achievements. CYEP program management should assure that program design and operation achieve goals and objectives. Key components of the management process are:

1. Performance Standards--define what is expected of Prime Sponsors by the Department of Labor and what is expected of subgrantees by Prime Sponsors and specify the measures to be used in determining whether these expectations have been met. The standards are reasonable (achievable) and the measures are objective (quantitative).

2. Program Planning--setting goals and objectives on the basis of an analysis of the needs of youth and the service strategies appropriate to those needs and designing appropriate service strategies consistent with available resources.

3. Work Statements--a tool of program management which defines the responsibilities, purpose and activities of, as well as assignment standards and performance standards for, each functional CYEP component of the Prime Sponsor and any other service provider.

4. Subgrant Management--incorporation of work statements and performance standards in subgrants and contracts to assure accountability through regular monitoring and corrective action as necessary.

5. Management Information System--the means for collecting and reporting basic participant information to the Department of Labor and to local Prime Sponsors for use in planning, administration, monitoring, service delivery and decisionmaking. The information provided by a Management Information System should, at a minimum, answer the following questions:

- Who is served by CYEP?
- What services are provided to those participants enrolled in CYEP?
- What are the results of CYEP services?
- What are the characteristics of CYEP participants?
- What are the costs of providing units of service (in conjunction with the Financial Managerent System?

6. Financial Management System--the means for collecting and reporting fiscal information to the Department of Labor and to local Prime Sponsors for use in planning, administration, monitoring, service delivery and decisionmaking. The Financial Management System for CYEP will, at a minimum, answer these questions:

   - Are program expenditures within planned budgets?
   - What are the costs of providing services (in conjunction with the Management Information System)?
   - What are the program support and participant support costs associated with each unit of service.

7. Evaluation--measurement of the degree to which program objectives are achieved.

WORKING PAPER NO. 2

CYEP AND SPECIAL WAGE PROVISIONS UNDER THE FAIR LABOR STANDARDS ACT

The CYEP program design introduces an important concept of competency certification of the CETA employment and training system. Certification standards to be established by each of the prime sponsors will be used to measure an individual's progress within the CYEP program both in attainment of increasingly higher skill levels within one competency field and development of a range of abilities that together constitute a level of proficiency that can be certified as a competency. A prime sponsor should develop certification standards which incorporate competencies that are considered important by the employer and educational communities. Once such a certification system is established and becomes accepted by the community as a legitimate credential of an individual's abilities, it can be used by participants to attest to their abilities in dealing with job search, application for entrance to other educational or training program, or military service.

It can also be used internally within a program to structure a compensation system which rewards people for their achievement both on-the-job and within the related educational components. This approach provides an incentive to individuals to move ahead and it reflects the payment structure within the world of work. Both skill level and seniority could be taken into account in developing such a program.

Many CYEP participants who enter the program with no previous work history, in addition to other educational and other deficiencies, cannot initially be considered ready for work. Their placement on a job site as part of a work experience program is for exploratory and learning purposes and not to contribute to the productivity of the work place. They are learners in much the same way as young people were apprenticed out to learn a trade in previous centuries. Since they are primarily learners and not functioning at the same level as experienced, or even entry level employees, their level of compensation should reflect their status.

Traditionally, CETA has used fully subsidized public sector work sites to create work experience opportunities for many youth. In addition, on-the-job training (OJT) funds have been used to reimburse private sector exployers for the extraordinary costs of training such employees. In both of these cases, CETA funds underwrote the training costs and the participant received at least the minimum wage. Prime sponsors should be aware of other options in structuring programs for in-school youth that combine work and education.

The Employment Scandards Administration (ESA), Wage and Hour Division, administers two programs which permit the payment of subminimum wages to in-school youth within certified programs.

I. Program Description.

The programs are: (1) The Student Learner Program and (2) The Full-Time Student Program.

Student Learner Program.

The Student Learner Program provides the opportunity for high level training combined with related work experience. The program is authorized under Section 14(a) of the Fair Labor Standards Act (FLSA) and provides for employment of students, 16 or above, who are in bonafide vocational education programs at a special minimum wage rate that is not less than 75 percent of the applicable minimum wage. The occupation for which the student-learner is receiving preparatory

training must require a sufficient degree of skill to necessitate a substantial learning period. This skill level is not defined within the regulations but a good rule of thumb is a job that would require a training period of at least two years. Prime sponsor should consult with the Wage and Hour Division Regional Office for more specific guidance on the type of training programs that might qualify. Other conditions that must be met are:

1. The employment of the student-learner at subminimum wages authorized by the special certificate must be necessary to prevent curtailment of opportunities for employment.

2. The student-learner must be at least 18 years of age if he is to be employed in any activity prohibited by virture of a hazardous occupation order of the Secretary of Labor, (See Child Labor Bulletin No. 1) but note the specific exemptions for student-learners in several of the orders.

3. The training must not be for the purpose of acquiring manual dexterity and high production speed in repetitive operations.

4. The employment of a student-learner must not have the effect of displacing a worker employed in the establishment.

5. The employment of the student-learner at subminimum wages must not tend to impair or depress the wage rates or working standards established for experienced workers for work of a like or comparable character.

6. The occupational needs of the community or industry warrant the training of student-learners.

7. There are no serious outstanding violations of the provisions of a student-learner certificate previously issued to the employer, or serious violations of any other provisions of the Fair Labor Standards Act of 1938, as amended, by the employer which provide reasonable grounds to conclude that the terms of the certificate would not be complied with, if issued.

8. The issuance of such a certificate would not tend to prevent the development of apprenticeship in accordance with the regulations applicable thereto

or would not impair established standards in the occupation or industry involved.

9. The number of student-learners to be employed in one establishment must not be more than a small proportion of its working force.

Employment under these provisions may not exceed one school year unless a longer period is found justified by the Wage and Hour Division under extraordinary circumstances. Summer employment, when it is an integral part of a vocational education program is permissible and is considered equivalent to one semester of the allowable employment period.

During the school year, the number of hours of employment at subminimum wages plus the hours of school instruction (for which academic credit is given) may not exceed 40. When school is not in session, employment at the sub-minimum may not exceed 8 hours daily or 40 hours per week.

Full-Time Student Program.

Under CETA, prime sponsors may use the exemptions under FLSA Section 14(b) for fourteen and fifteen year olds. This program provides for employment of full-time students in private sector jobs in retail establishments (including restaurants and motion picture theaters and private medical facilities such as hospitals and nursing homes) at wages not less than 85 percent of the applicable minimum wage. Under this program, full-time students are permitted to work at subminimum wages for up to 8 hours a day and 40 hours a week when school is not in session, or up to 20 hours a week when school is in session. Employment may not take place during the student's regularly scheduled hours of instruction.

The Full-time Student Program does not require that any educational component or employability development strategy be developed in conjunction with the employment, but prime sponsors who decide to use the subminimum provisions should consider incorporating the program as one element of a long term employability development strategy for 14 and 15 year old youth.

Coupling of Programs Under CYEP

The two programs can be used in a sequential manner beginning with the Full-Time Student Program in which 14-15 year old youth would gain exposure to, and experience in, a variety of relatively low level private sector jobs and then advance the youth into the Student Learner Program at age 16 or above when they settle down to serious preparation for a specific higher level occupation. Once the youth has remained in the program for a period and shown a commitment to the program, the wage should be increased up to and/or above the minimum wage. The wage increments under such a scheme should be tied to the competency certification standards while adhering to the provisions set forth by ESA. Youth may not be certified under both exemptions at the same time.

Authorization of Programs

Student-Learner Programs

Applications for approval of Student Learner Programs are submitted by employers with the signoff of a local education agency official (usually the vocational education coordinator) who certifies the educational aspects of the program. CETA programs, in order to qualify must, therefore, be operated in conjunction with and certified by local school officials. Although applications must be submitted for each student learner, it is possible to submit a number of applications together. In that case, the application should describe the vocational training program and the related employment and include the names, and documented dates of birth of the proposed student learners. The application is considered authorized on a temporary basis after submission. As soon as it is certified by the appropriate school official it becomes permanent within 30 days of the date it is submitted to ESA unless denied in writing prior to that time.

Full-time Student Program.

In order to obtain approval of employment under the Full-Time Student Program, employers must submit their applications to the responsible Employment Standards Administration, Wage and Hour Division, Regional Office.

After ESA approval, certificates permitting the employment of full-time students are issued for up to one year. They are not issued retroactively. Small retail establishments which are subject to the FLSA, such as neighborhood grocery stores may submit a postcard application form to ESA. The application is presumed to be approved as soon as it is mailed.

Since many retail establishments are already certified to hire full-time students, prime sponsors should check whether a new certification is required before any CYEP placements at the special wage rate are made.

III. Further Information

Copies of the regulations governing these programs and application forms are provided in Attachment I. For more information about specific interpretations of these provisions contact the appropriate regional office of the Wage and Hour Division, ESA. The list of contact people is Attachment II. As indicated in Attachment III, these individuals have been made aware of the CYEP project and the potential interest on the part of prime sponsors in developing programs under these provisions.

CYEP PROCESS EVALUATION

FIRST QUARTERLY REPORT

TECHNICAL ASSISTANCE AND TRAINING CORPORATION

CROSS-CUTTING ISSUES

A number of issues relevant to CYEP have also been identified that cut across individual sites. Case studies of individual sites are available from the Office of Youth Programs. These issues are germaine to the following priority areas of inquiry for the CYEP Process Evaluation:

- Planning a consolidated, year-round, multi-year youth program
- Program description
- Employability Plan and Record and CYEP Service Plan
- Credentialling and program measurement
- Administrative changes necessitated by the CYEP design

Tentative generalizations, exceptions, and relevant issues are presented below for each area.

A. PLANNING A CONSOLIDATED, YEAR-ROUND, MULTI-YEAR YOUTH PROGRAM

The overall purpose of this area of inquiry within the evaluation is to document how and why planning decisions were made for FY 1979 under categorical youth programs and any changes that occur for CYEP. This area of inquiry received considerable emphasis during preliminary data collection and the initial site visit.

This area of inquiry will be addressed throughout the evaluation. Efforts during the first three months have focused on documenting FY 1979 planning decisions and planning processes as well as collecting actual FY 1979 data for three quarters. With regard to CYEP, FY 1980 planning in progress has been documented. Changes in approach that appear to be occurring or that are expected are addressed, although final CYEP planning decisions and

comparisons with those made in FY 1979 will be presented in the second Quarterly Report.

A framework for the comparative analysis of planning data has been constructed by abstracting a common set of steps in the planning process from the US DOL Comprehensive Employment and Training Plan as well as annual plan requirements, with particular emphasis on CYEP concerns. FY 1979 planning information from each site has been analyzed in terms of this framework, which consists of the following steps:

- Analysis of need and priority setting, including:
  - -- use of demographic and labor market information
  - -- priorities, goals, and measures of success
- Planned levels of service and descriptions of services to be provided at three levels:
  - -- system level enrollments and outcomes, system level components and linkages
  - -- component level, which may be organized in terms of Title/subpart/activity/service or delivery agent
  - -- participant level planned services, flow, and outcomes
- Management and administrative processes necessary to support service delivery planning

Initial analysis of the planning process points to a number of issues relevant to planning a consolidated youth program. Each of these issues are discussed below:

1. CYEP Demonstration Sites Have Been Encountering Persistent Problems in Analyzing the Employment and Training Needs of Youth Based on Available Data.

Prime Sponsor planning staff generally report that employment and training needs of youth and other target populations are analyzed based on several factors and types of data. Common elements are:

- Local policies and knowledge of the area and population to be served
- Demographic and labor market information
- Internally developed aggregate data describing the characteristics of applicants and particpants as well as their program experiences and outcomes achieved

Staff in most sites report that demographic and labor market information has only limited utility, and, in fact, FY 1979 planning documents contain minimal data of this kind. Routinely available data from external sources reportedly present a number of problems, such as:

- Data is frequently out of date and not specifically tailored to the Prime Sponsor's service area
- Data cohorts frequently do not correspond to those required by the U.S. Department of Labor
- Data seldom provide sufficient detail in terms of the characteristics and needs of certain groups, particularly youth
- When gaps in the data are filled by tapping local services, the data bases are not comparable

Little improvement in this situation is expected, and several Prime Sponsors question the degree to which such general data can be used effectively.

While these Prime Sponsors appear to be turning to internally generated data for analysis of needs, this, too, presents problems. Data describing those who have applied for or who are receiving services may not reflect the universe of need, and it is a difficult, time-consuming process to extract and manipulate data from the MIS for planning purposes, particularly if it is a manual system.

While several Prime Sponsors have reviewed individual EDP's as part of the planning process, this type of information has generally not been analyzed

in a formal manner. It is difficult to manipulate the data contained in EDP's and the data may be inaccessible if EDP's are kept in outstations or individual counselor files.

More extensive and effective use of MIS data as well as information from EPR's is expected by Prime Sponsor staff under CYEP. It should be noted, however, that staff in several sites have voiced serious reservations about the appropriateness of prescribing or predetermining particular service strategies for specific groups or individuals. This may affect the extent to which CYEP EPR's reflect long-range planned service strategies based on any consistent criteria for assignment of youth to units of service.

2. Services for Youth Have Been a Major Priority for Most of the Demonstration Sites in FY 1979 for General CETA as well as Categorical Youth Programs, In Some Cases Surpassing the Planned Scope of CYEP.

A review of FY 1979 Program Planning Summaries for all sites indicates that youth were designated as a significant segment for at least two of the three major programs operated by the Prime Sponsor (Titles IIB, IID, and VI) in four of the eight sites. Actual youth enrollment data for Titles IID and VI was excluded from the data collection, consistent with CYEP policy. Three sites planned to serve youth in both of these programs, however. Two Prime Sponsors consider Title IID to be an integral part of their youth services, and raise its exclusion from CYEP as a serious planning issue.

While analysis of actual FY 1979 enrollment data and comparison with planned levels of service for youth in Title IIB and Title IV programs will be made at a later date, Prime Psonsor staff have generally indicated that more youth have been served than was initially planned. Actual Title IIB

youth enrollments for the first three quarters of FY 1979 by the one Prime Sponsor which did not designate youth as a Title IIB significant segment is estimated to be approximately forty percent of total IIB enrollments.

Youth have generally been selected for priority emphasis because of the relatively high unemployment rate they experience in addition to their lack of occupational skills, work experience, and their low income. There appears to be a difference of opinion among chief administrators of these Prime Sponsors with regard to whether CYEP will result in services to greater or fewer numbers of youth. This difference seems to be related to differences in views regarding the characteristics of youth to be served. Those administrators and staff who view CYEP as a mechanism for providing more concentrated and improved services for these youth "most in need" see fewer youth being served with more concentrated resources. Those who wish to expand their scope of services to include services to all youth, e.g. "limited services eligible youth" see greater numbers of youth served with available resources.

3. Criteria for Assignment of Youth to Various FY 1979 Programs Reflect, In Most Cases, a Categorical Approach to Service Delivery With Minimal Linkages Among CETA Programs.

It appears that few of the CYEP Demonstration sites planned a continuum of services for youth in FY 1979 that linked services available through two or more grants. In most cases youth were assigned to a particular Title/subpart program based on such factors as:

- Meeting eligibility requirements
- Availability of positions/slots and need for the particular activities and services offered under that Title/subpart.

There was little evidence of planned inter-Title/subpart flow of services for youth and success measures focus on positive terminations from CETA or placement based on participation in individual categorical programs. One site was a clear exception to this pattern and planned participation in Title IIB for skills training and in Title IID for experience as an integrated employability development strategy for youth. Categorical youth programs for this Prime Sponsor are used to provide a variety of supplemental educational, counseling, and work experience activities.

4. Several Prime Sponsors Planned Detailed Service Strategies Within Major Activity Categories.

Within the categorical approach described in Part 3 above, at least one-half of the CYEP Demonstration sites planned to provide "clusters" of sub-activities and services under the umbrellas of traditional major activity categories for FY 1979. For example, YETP Work Experience often encompassed several different types of programs for youth with different needs, combining elements of experience, counseling, and education. In the remaining sites more traditional single activity approaches were taken.

Several Prime Sponsors indicated that as they gain experience in serving youth they are becoming convinced that more counseling and support is required if youth are to achieve positive outcomes from CETA. In addition outcomes need to be defined more in terms of employability development than in terms of job placements. CYEP is viewed, almost uniformly, as providing a more flexible approach than categorical programs offered to structuring effective service strategies for youth.

The FY 1979 "clustering" of activities and services has made disaggregation of FY 1979 MIS data and planning for CYEP units of service particulatly complicated. This underlines the importance of very clear and precise CYEP definitions of units of service. At present similar activities do not seem to be designated as the same CYEP units of service by all Prime Sponsors.

5. In Most Cases Service Delivery Arrangements Are of Long Standing and Little Change Is Expected Under CYEP.

CYEP Demonstration sites include a continuum of service delivery options ranging from direct delivery of most services by the Prime Sponsor itself to contracting or subgranting for delivery of all services. Few comparisons can therefore be made across all sites with regard to delivery agents. Most sites plan to continue to use the same basic approach to service delivery under CYEP as in the past, although some subtle changes that can be identified are:

- Decreases or increases in funding levels to some contractors/subagents consistent with changes in types or levels of service to be provided or records of past performance
- Expanding or restructuring of Prime Sponsor-operated outreach or local service centers. For one Prime Sponsor this is a major area of emphasis.
- Centralization of intake, in some cases, or centralization of some MIS recordkeeping

Linkages with related programs or agencies are also of long standing. These linkages usually focus on reciprocal referral of clients or supplements to financial arrangements with LEA's. Several of the sites are very concerned about expanding linkages with LEA's under CYEP and desire assistance in this area. Primarily because of the limited time frame for CYEP

planning, related programs and agencies have had only minimal involvement with CYEP to date.

The apparent durability of service delivery contracts and subgrant arrangements may be an important factor in how CYEP develops. Prime Sponsor attempts to bring about any basic redesign in youth services will require extensive cooperation from or guidance to delivery agents.

6. Operations and Counseling Staff Have Been More Actively Involved in CYEP Planning Than In the Past, Although the Role of the Youth Councils Has Been Limited to Date.

Operations and counseling staff have reportedly participated in planning CYEP to a greater extent than previously although the procedures for obtaining their input differs from one Prime Sponsor to another. In some Prime Sponsors one individual, usually a Planner Youth Coordinator, or Deputy Administrator has had major responsibility for plan development and that individual has sought input from other staff on a one-to-one basis. In other Prime Sponsors a task force approach has been used. The level of participation by the chief administrator differs from one site to another depending more on management style than on size of program. The primary reasons for increased staff input into CYEP planning appear to be its experimental nature and its demand for detailed operational knowledge and data that cross-cut traditional organizational boundaries.

While the Youth Council has reviewed and commented on CYEP planning products in six sites, this role does not appear to differ from the role of these councils in FY 1979. Some difficulty in defining a useful role for Youth Councils under categorical youth programs was reported. A Youth Council is not functioning currently in one site and in another it does

not function during the summer. Administrators and staff expect the Youth Councils to become more active under CYEP particularly with regard to program monitoring and evaluation. Specific plans for Youth Councils are still being formulated.

7. Time Limitations and Lack of Clear and Timely Direction Are the Most Frequently Reported CYEP Planning Problems.

The short time frame available for CYEP planning has been a problem for most Prime Sponsors. A related problem frequently reported is the late publication of planning guidelines and changes in those guidelines.

Prime Sponsors differ somewhat in their assessment of the support and assistance received, to date, from U.S. DOL/ETA national and regional office staff. Guidance from the national office is generally viewed positively although some Prime Sponsors report the need for assistance from staff with more operational expertise. The problems of time limitations and changing guidelines are attributed to the national office. While several Prime Sponsors report valuable assistance provided by regional office staff, generally the majority view the level of support provided by the regional office through September 30, 1979, as inadequate. While two Prime Sponsors attribute this to lack of regional office interest in CYEP, others indicate that regional office staff do not have sufficient knowledge and/or information about CYEP to enable them to give adequate assistance.

While several Prime Sponsors report no need for assistance at the present time, the majority are seeking expert technical assistance in such areas as planning, employability development, MIS, and financial management.

B. PROGRAM DESCRIPTION

This area of inquiry focuses on comparison of actual FY 1979 youth enrollments, participant characteristics, and expenditures data with similar data for FY 1980 and 1981 under CYEP in order to identify changes that occur as a result of a consolidated, individualized approach to youth services. For this purpose baseline data has been collected for the first three quarters of FY 1979 (to the extent it was available).

These data will not be fully analyzed until fourth quarter data is obtained. Several general comments and issues relevant to this area of inquiry have been identified. These are discussed below.

1. Management of Services for Youth in FY 1979 Appears to Focus on Individual Title/Subparts or Program Components Rather Than on the Overall System Level or Individual Participant Level.

Consistent with the categorical approach described in Part II.A.3, Prime Sponsors generally focus their management of youth services at the categorical program or component level. MIS data is usually aggregated by individual Title/subpart or by contractor within each Title/subpart. Performance indicators are generally those required by the Department of Labor.

Prime Sponsor senior staff have little access to detailed information regarding plans for individual participants or outcomes that they achieve. Individual EDP's and participant records are often maintained at the contractor level. In order for these Prime Sponsors to implement and manage a long-range individualized approach to youth services based on the EPR, a major restructuring of management processes, management information, and its use will be required.

2. Fourteen CYEP Units of Service Are Represented Among FY 1979 Youth Services.

Complete analysis of participant and enrollment data will be included in the second Quarterly Report. Based on the available data for the first three quarters, several observations may be made:

- Average enrollments increased steadily for the first three quarters in each Title/Subpart with the exception of Title IIB (youth) which generally remained steady.

- The traditional categorical services appear to have been provided within each Title/Subpart.

- For the demonstration sites reporting SYEP data for the third quarter of FY 1979, approximately 90 % of the average enrollment was in work experience.

- The primary units of service received under Title IIB (youth) appear to be skill training, work experience and on-the-job training.

- Approximately half of the average enrollment in YCCIP was in work experience; the two other units of service combinations frequently being used were work experience and skill training, and work experience and education.

- Under YETP, only one Prime Sponsor reported limited services average enrollment. The average enrollment in the limited services unit of service for the first three quarters of FY 1979 appears to account for eighty percent of the YETP average enrollment.

- Excluding the limited services category from YETP, slightly over half of the average enrollment was in the work experience unit of service; the other three units of service in which average enrollment was highest were work experience and education; work experience and skill training; and pre-employment experience.

- There appear to have been no enrollments in any Title/Subpart at any site in skill training and pre-employment experience, or in education and pre-employment experience.

3. Expenditures Were Made for Fifteen Units of Service; Expenditures Were Were Concentrated in Work Experience.

Complete analysis of enrollment data will be included in the second Quarterly Report. Prime Sponsors currently depend on manual accounting systems which created difficulties for both Prime Sponsors and field observers in obtaining fiscal data. The variation among Prime Sponsors' data for management, planning and evaluation purposes should be noted. It should also be noted that although all Prime Sponsors categorize financial expenditures by Title/Subpart

and activity, additional, more detailed cost categories used varied widely across sites, from line item, to subrecipient/subcontractor to governmental unit or other site-specific category. It is therefore difficult to retrieve expenditures data and translate that data into units of service cost categories. However, based on data available for the first three quarters, several observations may be made:

- Total expenditures for all Title/Subparts increased steadily over the three quarters. Individual Title/Subpart expenditures fluctuated.
- Expenditures for three traditional categorical services, work experience, on-the-job training and skill training, were made by seven of the eight Prime Sponsors.
- For the most part, expenditures were only made for work experience in SYEP programs; these expenditures were primarily for participant wages.
- Virtually all the Prime Sponsors' YCCIP expenditures were for work experience, or work experience in combination with another unit of service. These expenditures were primarily for participant wages.
- Expenditures for Limited Services were made by only two Prime Sponsors. For one of these approximately one half of the total Prime Sponsor expenditures were for limited services.
- Work experience accounted for the highest percentage of total expenditures and the highest percentage of expenditures for seven of the eight prime sponsors.
- For the most part, Prime Sponsor expenditures were equally divided between program and participant support.
- There were no expenditures by any Prime Sponsor for the skill training and pre-employment experience unit of service.

C. EPR AND CYEP SERVICE AGREEMENTS

The CYEP design calls for the development of an Employability Plan and Record (EPR) and CYEP service agreement for each participant. According to the OYP Concept Paper on the Consolidated Youth Employment Program Demonstration:

- The EPR is an individualized long-range career development plan and strategy geared to the youth's skills, interests and aptitudes...it should be maintained as a continuing record of the status and progress of the youth

- ...The CYEP service agreements will specify what activities are to be provided and what outcomes are expected as a result of the youth's participation in the program...(they are) nonbinding documents... (and) must contain at a minimum:

  - the name and social security number of the participant

  - the date the service agreement form is completed

  - the name of the system with which the agreement is made

  - the goals and objectives of the service agreement

  - a timetable for the activities and services under the agreement, including

    - the expected and actual beginning and end dates of the agreement

    - the name of the unit of service and the service deliverer

    - a brief description of the program activity

    - the expected and actual results of the participation

    - whether or not the participant completed the prescribed activity.

The EPR and CYEP Service Agreements may, then, be regarded as management tools for all three levels of the CYEP structure. The EPR documents the individual participant strategy and progress in achieving expected performance. The CYEP service agreement may be conceived of as a service order indicating results expected and achieved. Together, the EPR and CYEP service agreement may be con-

sidered a "contract", albeit non-binding, between the participant and the Prime Sponsor and between the Prime Sponsor and service deliverer on behalf of the participant. Summing the results for all participants should represent outcomes achieved at the program component and system levels. In order to plan and manage CYEP operations and evaluate CYEP achievements, managers at both the Prime Sponsor and subrecipient levels need a sophisticated participant tracking system. This system must have the capability to provide managers with information describing not only how many youth are enrolled in a unit of service, but also the following:

- How many individuals receive planned units of service
- Characteristics of participants receiving units of service
- Short-and long-term outcomes achieved and characteristics of youth achieving these outcomes

Future plans call for tracking the progress of participants through the use of a sample of CYEP participant records at each demonstration site. At the present time, the sample of FY 1979 participant records to be used for comparison with CYEP records is incomplete. However, some observations about the participant records may be made:

- Participant files in central records units are usually incomplete. In most cases, EDP's are kept by counselors or subcontractors.
- EDP's which have been reviewed contain relatively little information. Planned activities and goals, if any, are highly standardized rather than individualized.
- Recordkeeping systems are geared to component level administration and federal reporting requirements rather than to planning or management at either the system or individual level.

From field observers experience in collecting MIS data, it is also clear that a number of terms need to be more precisely defined. This is particularly

true of the CYEP pre-employment and limited services units of service and the single parent client characteristic category. Single parent is defined as:

> "(an individual who is) single, abandoned, separated, divorced or widowed and who has one or more children living with him/her..."

By this definition, a single parent may or may not also be a head of household. Conversely, a head of household may or may not be a single parent. The overlap in the two categories may lead to reporting errors and will present a problem in comparing FY 1980 and 1981 data with FY 1979 data.

D. CREDENTIALLING AND PROGRAM MEASUREMENT

For purposes of the CYEP process evaluation, the terms program measurement, certification and credentialling may be viewed as a hierarchy of outcomes in CYEP. These outcomes can be aggregated at all three levels of the CYEP structure: participant level, program component level and overall system level.

Competency standards or program measurement measure outcomes at the unit of service level. They are used for determining whether a participant has reached the level of achievment necessary to complete a given unit of service. These standards should also state the expected time frame in which this performance is to be achieved. Standards to be applied should be documented in individual participant's EPR and CYEP plan of service.

Certification measures outcomes at a more general level, defining competency in each of four areas: pre-employment, educational achievement, job skills, and work maturity or full employability. Certification documents that an individual participant has attained a defined level of competence in one or more of the above areas, regardless of the unit of service or combination of units of service in which the participant has participated. Certification should

also be documented in the individual particpant's EPR and CYEP plan of service.

Credentialling means that the CYEP program measures and certifications are consistent with and accepted by relevant educational or occupational institutions or associations. Credentialling refers to the transferability of CYEP measures to other organizations such as secondary schools, community or junior colleges, vocational or technical schools, employers, labor organizations and so on.

There are several aspects of credentialling and measurement that are unique to CYEP. First, few Prime Sponsors have ever attempted to implement such concepts. Most Prime Sponsors use CETA termination status to measure performance both at the participant and component levels. These same Prime Sponsors, however, generally feel the need to measure employability development. Although competency based measures of performance are not used frequently by Prime Sponsors, they may be used at the subrecipient level to some degree. Subrecipient data will be collected at a later date.

Second, measurement of and collection of management information about outcomes achieved at the participant as well as component and system levels is a new requirement, unique to CYEP. CYEP Prime Sponsors do not currently maintain such detailed indicators in their MIS systems even if automated. This underlines the need for the participant tracking system described in part C before CYEP planning and evaluation based on the EPR can become a reality.

Third, the credentialling aspect of CYEP emphasizes the need for Prime Sponsors to develop measures that are accepted by the larger community. One element of credentialling is addressed by efforts to arrange for the award of academic credit for CETA-sponsored work experience. Although there has been progress

in this area since the enactment of YEDPA, certain difficulties continue. CYEP broadens the scope of credentialling and makes the Prime Sponsor's job even more complex.

The eight demonstration sites, as indicated in the FY 1980 CYEP plans, have mapped out general approaches for developing program measures, certification, and credentialling. At the present time no detailed plans are available. Progress in the area will be discussed in the next Quarterly Report.

The program measurement, certification and credentialling area is likely to be the most difficult aspect of CYEP to implement over the next two years. Credentialling may be difficult to establish with one local educational agency let alone with all local educational agencies in the Prime Sponsor's jurisdiction. Yet the uniform application of measures throughout the jurisdiction is called for under the CYEP design.

To date, observations show that Prime Sponsors are generally having difficulty defining both unit of service program measures and certification criteria. Technical assistance is, therefore, required in each demonstration site.

E. ADMINISTRATIVE CHANGES NECESSITATED BY CYEP

The CYEP process evaluation is to determine the extent to which the CYEP design affects the systems and procedures used for program administration. Areas of emphasis are:

- Management information system
- Financial management
- Grant management
- Administrative organization and staffing

During the first quarter of the evaluation, current administrative systems and procedures have been documented, to the extent possible, and any changes

made or anticipated for CYEP have been identified. Observations in each area are discussed below.

1. While CYEP Sites Agree That MIS Changes Are Necessary to Accomodate CYEP, They Differ With Regard to the Nature and Extent of These Changes.

Reports required for CYEP are significantly different from those required for FY 1979 categorical youth programs. Old reporting categories have been changed; new ones created and monthly rather than quarterly compilation of reports required although a quarterly schedule for submission of these reports to the Department of Labor will be maintained.

At the time of the first site visit, each Prime Sponsor was still in the process of planning the management information system necessary for CYEP. The diversity of changes that Prime Sponsors report they have made or anticipate making was quite striking. In response to field observers' questions about MIS changes, the following responses were given:

- One site expected general redesign of MIS would be required.
- Three sites expected significant changes in at least one aspect of their current systems. (In two cases this was needed for dual tracking of Title IIB youth, and in one case it was needed for tracking the client pool and limited services participants.)
- While most, though not all, Prime Sponsors indicated that MIS forms have or will be redesigned, there was no uniformity in the forms mentioned. Examples are:
  - intake forms or applications
  - status change forms
  - assessment forms
  - newly developed forms to track completions

In other areas of change, at least three Prime Sponsors anticipate that they will need additional staff to meet CYEP reporting requirements. Two Prime Sponsors which currently have manual systems are contemplating automation; two other Prime Sponsors are moving to fully automated systems.

The diversity of changes made or anticipated reflect a number of factors. First, current management information systems are diverse themselves which naturally leads to differences in the changes necessary to accomodate CYEP. Second, the changes are still being planned for the most part. At the time of the site visit, none of the Prime Sponsors had worked out the mechanics of the new system in detail; some had not yet confronted the question of precisely what changes would be needed. Third, not all Prime Sponsors may yet realize that their recordkeeping systems are currently organized on a very different basis from that required to generate CYEP reports.

The diversity in the nature and extent of MIS changes necessary to accomodate CYEP seems to be related also to different interpretations of the new requirements and terminology. A number of Prime Sponsor staff express a need for an accepted reference like the Forms Preparation Handbook that defines terms and procedures. All Prime Sponsors will soon begin to report under the new rubric but the nature of the activities designated as, for example, Limited Services or Pre-Employment Experience, may vary widely. Procedures, too, may vary to such an extent that not only will Prime Sponsors use different methods for calculating comparable data, they may calculate data which are not comparable. Finally, some Prime Sponsors are reluctant to go too far in changing their systems to accomodate CYEP because they feel that procedures or definitions may be changed and they are not certain that regional office staff will recognize the departures from standard practice required by CYEP reporting.

2. CYEP Implications for Financial Management Systems and Practices Have Not Been Fully Identified by Prime Sponsors to Date.

The types of financial management systems used by CYEP sites differ as their MIS systems do. All sites are tied, to some extent, to manual accounting procedures, however. While several sites use automated financial systems, these

sites report persistent problems with the accuracy and timeliness of the information generated by the automated systems. As a result, they maintain parallel manual ledgers.

In most sites fiscal staff have had little input, to date, in CYEP planning and in most cases these staff have only limited knowledge of CYEP and its financial requirements. One exception is a case in which the Senior Planner is also responsible for financial management as well as MIS. In all cases fiscal staff have been asked to prepare trial budgets for CYEP, and some staff have participated in developing costs per participant estimates.

Great difficulty has been encountered at most sites in generating accurate estimates of FY 1979 costs per participant for CYEP planning purposes and in projecting costs for FY 1980. These problems can be traced to both structural and operational factors. First, CYEP requirements for monthly aggregation of costs per unit of service differ significantly from procedures currently in place at most sites for quarterly aggregation of costs by FY 1979 categories. Second, there appears to have been minimal interface in the past between MIS and financial management for the purposes of generating "cost per participant" data. Finally, persistent operational problems make it difficult to retrieve financial data for management purposes in a timely manner.

Prime sponsor staff in most cases appear to be uncertain about the specific procedural changes that would be necessary because of CYEP. These issues appear to have been deferred until a final CYEP programmatic design is in place.

3. Prime Sponsor Staff Are Uncertain About the Impact of CYEP on Grant Management.

Staff from most CYEP sites indicated some uncertainty about the long-range impact of CYEP on grant management. Procedures under categorical programs for

grant preparation and modification are viewed as cumbersome and time consuming, even though CYEP was initially expected to alleviate these problems. Primarily because the CYEP planning process has been more complex than originally anticipated and because of the nature of CYEP reporting requirements, staff are now uncertain, at best, that paperwork will be reduced under CYEP. Some are convinced that CYEP will result in even more burdensome grant management.

4. CYEP Is Not Expected to Affect Prime Sponsor Administrative Organizational Structure Significantly but Some Staff Additions or Reassignments are Planned.

In most cases, CYEP is not expected to bring about major changes in the structure or the functions of administrative units. One Prime Sponsor will transfer MIS from the fiscal unit to the planning unit. Another will develop a planning and evaluation unit solely for services. These steps are being taken to facilitate the more detailed planning required by CYEP.

All but one Prime Sponsor has added staff, or will do so, as a result of CYEP. Additions to the MIS staff are expected at four sites; one of these will also increase the number of fiscal staff. Two additional planners have been hired by one Prime Sponsor; one may increase its fiscal staff and another Prime Sponsor hopes to hire a full-time youth coordinator. Two additional planners for youth services are being requested by another site. The extent to which these staffing needs reflect actual increases in workload rather than reallocation of responsibilities cannot be determined at this time.

The next chapter presents the individual case studies for each of the eight demonstration sites. The case studies are organized as described in Chapter I.

CYEP PROCESS EVALUATION

SECOND QUARTERLY REPORT

TECHNICAL ASSISTANCE AND TRAINING CORPORATION

II. CROSS-CUTTING ISSUES

A number of issues relevant to CYEP have also been identified that cut across individual sites. Case studies of each of the CYEP sites are available from the Office of Youth Programs. These issues are germane to the following priority areas of inquiry for the CYEP Process Evaluation:

- Planning a consolidated, year-round, multi-year youth program
- Program description
- Employability Plan and Record and CYEP Service Agreement
- Credentialling and program measurement
- Administrative changes necessitated by the CYEP design.

Relevant issues in each area are presented below.

A. Planning a Consolidated, Year-Round, Multiyear Youth Program

Information collected during the first quarter of CYEP implementation points to three issues that appear to be related to how planning decisions for CYEP have been made.

1. Priority Groups for Service Under CYEP in FY 1980 were Selected Primarily Based on Analyses of Previous Enrollment Data, Local Policies, and Past Experience.

Labor market information available from external sources appears to have had only a minimal role in selection of priority groups for CYEP services. Most frequently CYEP sites have relied on locally established policies, FY 1979 enrollment data and/or past experience in selecting significant

segments. In no case do sites express their priorities for service to population groups with particular characteristics in quantitative terms. At several sites, services for in-school youth are expected to receive greater emphasis under CYEP than in the past.

2. Prime Sponsors Differed in Their Treatment of Title IV and Title IIB Resources Available for Youth.

Differences in Prime Sponsor approaches to consolidation of services for youth under Titles IV and IIB make any analysis of planned participant enrollment levels and expenditures difficult. In some cases, CYEP planned enrollments and expenditures appear to reflect consolidated efforts under both grants. In other cases CYEP data appears to represent only Title IV, with minimal quantitative delineation of how Title IIB resources are to be used. In several cases the scope of CYEP projections cannot readily be determined.

3. Procurement Processes and Procedures for CYEP Were Similar to Those Used for FY 1979.

A number of CYEP demonstration sites were engaged in subrecipient negotiations during the first quarter of FY 1980. For a few sites, all arrangements for service delivery will not be finalized until January of 1980. Regardless of whether a Prime Sponsor uses a sole source or modified sole source contracting or a method which is technically competitive, in almost all cases the process used was the same for FY 1979 and FY 1980 and the subrecipients selected for FY 1980 were organizations which had been subrecipients in FY 1979.

a. Non-financial Agreements

Some Prime Sponsors reported that non-financial Agreements have been negotiated with LEA's with which there had been on Agreements in the past.

No other new non-financial Agreements were reported. To the extent that non-financial Agreements are vehicles for coordinating services, this indicates that CYEP has thus far not widened the service network.

Non-financial Agreements with LEA's tended to be vague with regard to roles and responsibilities, goals, target populations and services to be provided. About half the sites reported difficulty in establishing these Agreements. Some schools did not wish to be associated with CETA or did not acknowledge the presence of disadvantaged youth in their district.

b. Contracts

At most sites, LEA's provide services as subrecipients. At some sites, LEA's are the principal subrecipients. Contracts with subrecipient agencies generally include:

- Some statement of the goal of the services to be provided
- An indication of the target group to be served
- Units of service to be provided
- Reporting requirements
- Budget.

These contracts tend to be less specific or silent as to:

- Performance standards
- Measurable objectives
- Participant flow
- Management plan.

OJT contracts are generally quite specific with regard to roles and responsibilities, goals and training to be provided. Most Prime

Sponsors utilize an outside agency to develop individual OJT opportunities and contracts. In some areas, it is reported to be difficult to find employers who are willing to provide OJT to youth.

B. Program Description

This section provides a cross-site analysis of CYEP FY 1980 program designs and of the interviews conducted with CYEP Work Experience site supervisors and participants. This analysis is intended to give a preliminary indication of CYEP as it was being implemented during the first quarter of FY 1980.

This section also presents analyses of FY 1979 sampled participant records and aggregate participant characteristics, enrollment and expenditures data. These findings will serve as baseline information for comparison with CYEP data as the demonstration continues.

1. CYEP Program Designs Generally Emphasize More Intensive Assessment, Expansion of the Range of Services, and Improvements of Existing Services.

CYEP program designs consistently reflect an increased emphasis on participant assessment. In some cases, intake, previously decentralized, has been centralized. In one case, receiving applications and determining eligibility has been separated from counseling and assessment. A variety of such steps have been taken, usually for the purpose of providing more intensive and individualized planning and assessment for the participants.

Most sites plan to offer the full range of units of service under CYEP. While the nature of the services added differs from one site to another, there appears to be expanded overall emphasis on structured career exploration and labor market orientation activities and expanded use of educational options.

Sites differ with regard to their views on what constitutes a given unit of service, what types of participants are most appropriately assigned to each unit and at what point in a continuum of services that assignment should occur. There is almost universal agreement, however, on the increased flexibility CYEP is providing for designing these service strategies to fulfill individual needs rather than arbitrary grant requirements. Several sites report that the project Work Experience approach used under YCCIP was very successful. Expanded use of this approach is being incorporated into CYEP.

2. The Majority of CYEP Enrollments and Expenditures Are Expected to Occur in Services Traditionally Provided and Few Changes Have Been Made in Delivery Agents.

In most cases, CYEP sites are allocating the largest proportion of their financial resources to units of service they have provided in the past, with particular emphasis on the Work Experience option. Projected enrollments are correspondingly high in these areas. In addition, CYEP service delivery arrangements show little change from FY 1979. Most subrecipients are those who have provided services under previous programs and sites that traditionally provide the bulk of their services directly will continue to do so.

Data collected at the subrecipient or operational level indicate that little distinction is made at that level between CYEP and previous categorical programs. Minimal changes in the nature of services are expected. Contributing factors appear to be:

- Service delivery arrangements had to be completed prior to full incorporation of CYEP concepts
- Subrecipients or Operations staff are still not fully aware of the changes anticipated by the Prime Sponsor or CYEP planning staff

- Changes that occur for FY 1980 may, in fact, have minimal impact on the nature of the more traditional units of service.

Actual implementation of CYEP concepts at the operational level will continue to be tracked and reported in subsequent reports.

3. Participants Are Generally Positive About Their Experiences in CYEP.

The impressions fifty-two CYEP participants have of their experiences in CYEP are summarized in this part. Using an interview guide, field observers attempted to engage CYEP participants in conversation, primarily at the worksite, and solicit from participants their attitudes toward CYEP and their work in the program. Given the informal nature of the interviews, some items had no response and these nonresponses varied from individual to individual. The terms and language used by each Prime Sponsor and each worksite differed and also increased interviewing difficulty.

A discussion of each site's participant interviews is found in the Chapter III individual case study for that site. Both participant and worksite supervisor interviews are discussed together, and offer some comparison between their responses. The points summarized below add to the understanding of current efforts at CYEP worksites.

- The fifty-two young people interviewed reflected a good sampling of demographic and social characteristics.

Almost 60 percent (57.7) of the young people interviewed were enrolled in CETA before CYEP began. Approximately 58 percent of those interviewed were white, 28 percent were black, 10 percent were Hispanic and 2 percent, respectively, were Native American and Asian American. Of those responding to a question about age, approximately 7 percent were 14-15 years old,

43 percent were ages 16-17, 40 percent were ages 18-19 and 10 percent were 20-21. Slightly over three-fourths (76.9 percent) of those interviewed were female. Of those who responded to a question about school status, approximately 2 percent were in the eighth grade, 6 percent were first-year high school students, 13 percent were juniors and 26 percent were seniors. Another 13 percent were high school graduates, and 40 percent were school dropouts. Participants were reluctant to indicate other characteristics about themselves. Of the forty-two who responded, approximately 5 percent were youthful offenders and handicapped, respectively, and 19 percent were female heads of households.

- Participants found out about CYEP through a variety of sources; all indicated they received some basic intake and assessment services.

From those participants responding, family and friends appeared to be important referral sources. Approximately one-fourth (25.5 percent) of these participants were told about CYEP or CETA by a friend. Nearly 15 percent were told by a relative. Slightly over one-fifth (21.3 percent) found out about CYEP through a school teacher or counselor. A similar number were referred by the local employment service and 17 percent were recruited by CYEP or CETA staff.

Most participants recalled that they filled out forms when they first entered CYEP. Approximately one-third were assisted in completing the forms by a relative; another one-third were assisted by the CYEP interviewer or counselor. All remembered being asked questions about their background and demographic and personal interest questions. Approximately 40 percent of the participants interviewed remembered taking tests when they entered the program; 50 percent said they remembered no testing; 10 percent did not respond. Unfortunately, few of

those who took tests could describe the nature of the tests given. Approximately one-fifth (21.2 percent) recalled participating in program workshops during the intake and assessment period. Slightly over one-third (34.6 percent) remembered that they had participated in program counseling sessions.

It appeared that basic intake and assessment services varied according to the participants, and that active participant involvement through workshops or counseling sessions during this period included at best approximately half of those interviewed.

- Participants have worked in limited types of worksites and have learned skills as well as work attitudes.

Of those participants responding, nearly one-half or 48 percent work in offices and one-fourth (24 percent) worked in preschool or child development programs. Approximately 16 percent cited hospitals as worksites, 8 percent worked in maintenance and 4 percent worked at construction sites.

When asked what they had learned at the job, over one-half (51.9 percent) of the participants said job skills. Another 36.5 percent mentioned work attitudes and behavior, and 11.5 said both. Examples of the job skills mentioned included clerical and office procedures, working with children and paraprofessional health work, as well as a variety of worksite specific tasks.

About one-half of the participants felt they were learning something that would help them at their worksite; one-half thought the CYEP work experience would help them in their schooling. The other participants did not respond.

When asked what they liked best, approximately two-thirds of those interviewed mentioned wages. About one-half also said the opportunity to work. Responses, when asked what they liked least, were generally nonresponses such as "getting up in the morning."

It appeared that participants generally felt they were learning skills to use at the worksite and/or learning skills at the worksite which would help them in school. Wages seemed to be the most positive factor for the participants interviewed.

- Career and future work plans varied, but most participants thought participation in CYEP would help them achieve their goals.

When asked what kind of job they would like when they are twenty-five, slightly over one-fifth mentioned clerical jobs. Nearly one-fifth (17.3 percent) wanted to work with children as teachers or day care workers; 5.8 percent mentioned wanting jobs in the construction trades, and 7.7 percent mentioned work in the health professions and undefined counselor jobs, respectively. Other responses included working as flight attendant, salesperson, journalist, police officer or cosmetologist. Nearly three-fourths (71 percent) of all participants interviewed felt that their CYEP experience would help them move toward their employment goals; only ten percent felt the CYEP experience would not help. Nearly one-fifth (19 percent) did not respond.

According to the majority of participants, CYEP experience is helping them move toward employment goals. Wages in particular and the opportunity to work are the most positive aspects of the CYEP, from the participants' points of view. Skills learned on the job appear to be valued to some degree not only for meeting worksite responsibilities but also in relationship to school work.

4. CYEP Worksite Supervisors Are Often Located in Long-Established Worksites and Experience Infrequent Monitoring by Prime Sponsor Staff with Respect to Their Performance.

This section summarizes the observations of thirty worksite supervisors interviewed informally during the second and third site visits. Using interview protocols, the field observers conducted interviews with four supervisors at each of seven sites and with two supervisors at one site. A discussion of the worksite supervisor interviews at each site will be found in the Chapter III individual case study section.

- The majority of worksites and worksite supervisors interviewed had previous experience with CETA, and worksite supervisors felt that CYEP participants helped them perform their work.

Of those worksites visited, almost two-fifths (37 percent) had employed CETA participants for more than three years. One-fourth (26 percent) had employed CETA participants for an average of two and one-half years and 30 percent for an average of one and one-half years. Only four percent had employed CETA participants for less than one year.

For those supervisors responding to a question about their experience in supervising CETA/CYEP participants, over one-fourth (27 percent) reported supervising CETA youth for more than three years. Another 20 percent have supervised CETA/CYEP participants for an average of two and one-half years; approximately one-fourth (27 percent) reported supervising for an average of one and one-half years. Approximately 16 percent of the supervisors have supervised CETA/CYEP youth for less than one year.

About three-fourths (76.7 percent) of the supervisors went on to explain why they chose to supervise young people. Over two-fifths (43.5 percent) responded that they wanted and/or needed extra help. Approximately

one-fifth (21.7 percent) reported they supervised because of a personal interest in working with CETA youth; 40 percent of this particular group also mentioned that they themselves were former CETA participants and felt a special commitment to the program. Thirteen percent of the supervisors reported a professional interest in supervising CETA youth, that they learned more about youth in general and disadvantaged youth in particular. Approximately one-fifth (21.7 percent) stated they had no choice; they were told to supervise CETA participants or it was a part of their job description.

Slightly over three-fourths (77 percent) of the worksite supervisors stated that CETA/CYEP participants helped them perform their work. Many supervisors reported that their worksites were understaffed and CETA provided the necessary staff. Said one supervisor, "We're a small agency. Without the CETA worker, we could not get the work done."

Approximately 17 percent indicated that the CYEP participant's ability to perform simple but necessary clerical and organizational tasks allowed professional and support staff to complete priority work. For example, one day care center reported that the CYEP participant took over classroom responsibility and this provided time for the teacher to complete paperwork and meet with parents. A supervisor in a state job service office reported that the CYEP participant was able to perform basic office functions; professional and support staff could therefore concentrate on priority work responsibilities.

When asked about problems in providing employment opportunities to CETA participants, approximately 60 percent of the worksite supervisors

said that there were no problems. Slightly over one-fourth of the supervisors reported that a major problem is the time it takes for the worksite to train the CETA participant. Most of these individuals then complained at losing the "trained" participant when his/her placement at the worksite ended. Approximately 13 percent of the supervisors stated that they were not able to train some participants, that the participants lacked discipline or motivation.

In general, worksite supervisors felt that CYEP participants performed useful tasks. These worksite supervisors were, for the most part, experienced supervisors of CETA/CYEP youth participants.

- School or government offices were the most common worksites; clerical or office practice was the predominant occupational skill learned by CYEP participants.
- A combination of work skills and work attitude training and emotional support were mentioned as other services worksite supervisors provided.

Of those supervisors responding, approximately 30 percent of the worksites were elementary, high school or college offices. Another 30 percent of the worksites were local, state or federal offices. Twelve percent of the worksites were day care centers; 8 percent were child care programs for special needs children. Another 8 percent of the worksites were hospitals.

The day care and child care worksite supervisors felt that their CYEP participants were learning entry level child care and paraprofessional career skills. Worksite supervisors in hospitals felt that participants learned a mixture of office procedure and other paraprofessional health care services. Most of the office supervisors felt that participants received training in such clerical skills as typing, filing and other

office work. Over one-half (53 percent) of the supervisors felt they taught general work attitudes and behaviors. "Deportment, cooperation, promptness, good dress and social skills" were often mentioned as things learned at the worksite in addition to or even instead of specific occupational skills. One-third of the worksite supervisors cited providing emotional support or advice to CYEP participants as an additional service. Seven percent of the supervisors reported encouraging education and improving participant communications skills.

- A majority of participants were monitored at the worksite by Prime Sponsor staff; less than one-third of the supervisors had their performance monitored by the Prime Sponsor.

Nearly two-thirds of the supervisors (60 percent) said that the Prime Sponsor staff monitored the performance of young people at the worksite. Sixty percent of these supervisors reported that the participants' performance was monitored monthly at the worksite. The remainder said that the worksites were visited no less than twice a year by the Prime Sponsor staff. Approximately 39 percent of the supervisors reporting that participant worksite performance was monitored by Prime Sponsor staff indicated that participants received feedback directly from the Prime Sponsor staff. Participants for the most part received feedback on their performance from the worksite supervisor. Thirty percent of the supervisors said participants were not monitored at the worksite by Prime Sponsor staff; 10 percent did not know or did not respond.

Approximately 30 percent of the supervisors indicated that their performance was monitored by Prime Sponsor staff. One-third of these supervisors reported receiving feedback about their performance from Prime Sponsor staff.

- Worksite supervisor suggestions for improving the CYEP program focused on planning, coordination and the participant selection process.

Nearly one-fourth (23.3 percent) of the supervisors interviewed said that no improvements should be made in the CYEP program. Over one-third (36.7 percent) indicated that improvements should be made in the program. Of these nearly one-half (46 percent) suggested that better planning and coordination would improve the program. Thirty-six percent felt there should be better participant selection criteria and/or a better selection process for worksite assignments. Nine percent mentioned that participants needed more support services, including career awareness. Forty percent of the supervisors either did not know what improvements should be made or did not respond.

In summary, most of the worksites were established two or more years ago. Most of the supervisors were not new to supervising CETA/CYEP participants. Clearly, the majority of the supervisors felt that CETA/CYEP participants helped them perform their work. Few supervisors have had their performance as CETA/CYEP supervisors monitored and even fewer have received direct feedback from Prime Sponsor staff. The primary focus of both the supervisors and Prime Sponsor staff appeared to be participant performance.

5. A Sample of FY 1979 Participant Records Indicates Little Long-Range Employability Development.

A random sample of FY 1979 participant records was drawn at each site to provide baseline data for a comparison of categorical and consolidated youth programs. Detailed analysis of the data for each site is presented in the case studies. This section of the report presents a cross-site analysis of the data, which indicates:

- Enrollment by Title/Subpart appears to reflect participants' age, sex and school status regardless of site; other characteristics vary more widely, either by program or by site

- Participation in CETA is relatively short-term. At six sites, terminated participants in the sample had been in CETA an average of six months or less

- To the extent that records reflect process, in the past, Prime Sponsors have given minimal attention to employability development which integrates assessment, goal-setting and planning of service strategies, or to evaluation of the relationship between goals, service strategies and outcomes.

a. Enrollment Patterns Appear to Reflect Participants' Age, Sex and School Status, Regardless of Site; Other Characteristics Vary More Widely, Either by Program or by Site.

Significant differences between and similarities among the characteristics of participants at different sites can be summarized as follows:

- School Status

  -- YCCIP participants at all but one site are out-of-school dropouts

  -- SYEP is predominantly a program for in-school youth at all sites

  -- Title IIB is predominantly an out-of-school program at all but one site. Unlike out-of-school YCCIP and YETP youth, a high percentage of IIB out-of-school youth are high school graduates

  -- YETP is a program for in-school youth at four sites, an out-of-school program at two sites and serves about equal percentages of out-of-school and in-school youth at two sites. YETP out-of-school youth are usually dropouts.

- Age

  -- 16-17 year-olds are the majority or the single largest age group served at six sites; 18-19 year-olds are the largest single age group at one site; 20-21 year-olds at another site

  -- 14-15 year-olds are concentrated in, or are only enrolled in, SYEP at six of the eight sites

-- The sample at one site included no 20-21 year-olds.

- Sex

  -- At all eight sites, the majority of YCCIP participants are male; at four sites, all of the YCCIP participants in the sample are male

  -- At seven sites, the majority of IIB participants are male; at three sites from 61% to 67 % are male

  -- The percentage of females enrolled at each site ranges from 32% to 56%, less than half the participants are female at five of the eight sites

  -- At six sites, the percentage of females enrolled in SYEP is higher than the percentage of participants at that site who are female.

- Ethnicity

  -- At two sites, 75% or more of the participants in the sample are black; at four sites, 10% or less are black and at the remaining two sites, blacks comprised 18-28% of the sample

  -- At half the sites, the percentage of blacks was highest in YCCIP and SYEP

  -- The percentage of blacks in IIB ranges from zero (two sites) to 67% (one site). At three sites, the percentage of blacks in the sample is at least 20% higher than the percentage of blacks in IIB

  -- The sample at three sites includes no Hispanics; at another three sites, 13% or less are Hispanic. The highest percent of Hispanics at any site is 35%

  -- At the two sites where 30% or more of the sample are Hispanic, 8% or less are black. At the two sites where 75% or more of the sample are black, none of the participants in the sample is Hispanic.

- Income

  -- Overall, the percentage of economically disadvantaged participants varies from 30% to 100% across sites; at five sites the percentage is 88% or higher

  -- At three sites, all participants in all programs are economically disadvantaged. At the five other sites, the percentage of economically disadvantaged participants in IIB ranges from 50% (two sites) to 77% (two sites, 70% or more); in SYEP from 67% to 100% (three sites 75% or more); in YETP from zero to 95% (three sites 75% or more and only two sites below 67%); and in YCCIP from 17% at one site to 100% at two sites

  -- The percentage of public assistance recipients at each site varies from 6% to 59%. The percentage of youth at a site who are public aid recipients appears to be unrelated to the percentage of participants at that site who are economically disadvantaged.

- Other Characteristics

  -- Heads of households make up 10% or more of the participants in the sample at five sites. At one site, 43% of the participants are heads of households

  -- At five sites, 4% or less of the sample are handicapped; at no site is the percentage of handicapped greater than 14%, although at five sites from 8% to 37% of the participants in one of the Titles/Subparts are handicapped

  -- 13% or less of the participants sampled at each site are offenders; at five sites, from 18% to 33% of the participants in one of the Titles/Subparts are offenders.

- Title/Subpart

  -- Older, white, male high school graduates tend to be enrolled in Title IIB

  -- YCCIP is predominantly a program serving dropout male youth

  -- SYEP tends to be a program for younger, in-school youth.

b. Participation in CETA Appears to be Relatively Short-Term.

Information on the average duration of participation in CETA by Title/Subpart is summarized in Table II-1, below.

Table II-1

Average Duration of Participation in CETA by Site

Title/ Part	A	B	C	D	E	F	G	H	Summary
ALL	2-3 mo.	4-6 mo.	4-6 mo.	4-6 mo.	6-7 mo.	2-3 mo.	2-3 mo.	6-7 mo.	2-3 mo.--3 sites 4-6 mo.--3 sites 6-7 mo.--2 sites
IIB	2-4 mo.	2-4 mo.	2-4 mo.	5-7 mo.	9 mo.	5-7 mo.	2-4 mo.	5-7 mo.	2-4 mo.--4 sites 5-7 mo.--3 sites 9 mo.--1 site
YETP	3-4 mo.	6-8 mo.	6-8 mo.	3-4 mo.	6-8 mo.	3-4 mo.	3-4 mo.	6-8 mo.	3-4 mo.--4 sites 6-8 mo.--4 sites
YCCIP	1-3 mo.	4-6 mo.	4-6 mo.	1-3 mo.	1-3 mo.	1-3 mo.	1-3 mo.	11 mo.	1-3 mo.--5 sites 4-6 mo.--2 sites 11 mo.--1 site
SYEP	1½-2 mo.	1½-2 mo.	3-4 mo.	1½-2 mo.	3-4 mo.	3-4 mo.	1½-2 mo.	Not available	1½-2 mo.--4 sites 3-4 mo.--3 sites

As the table above shows:

- At six of the eight sites, the average duration of participation in CETA for terminated participants was six months or less; at no site did the average exceed seven months
- Length of participation by Title/Subpart varies among sites. At four sites, participants in YETP had the longest average duration of enrollment; at three sites, average duration of enrollment was longest in IIB, at one site, average duration was longest in YCCIP
- Average duration of enrollment in IIB ranges from 2 to 9 months; in YETP from 3 to 7½ months; in YCCIP from 1½ to 6 months and in SYEP from 1½ to 4 months.

Re-enrollment following termination is the exception rather than the rule. At three sites, it appears that none of the participants had been enrolled in CETA previously. At four other sites, from 8 percent to 15 percent of the participants in the sample had been in CETA before. Data on previous participation in CETA was not available at one site.

The average duration of activities is difficult to establish because the data is limited and duration of participation in an activity is partly a function of the Title/Subpart which funds the activity. Based on sample data, average duration of enrollment in Classroom Training appears to range from 2½ to 10½ months; Work Experience from 2½ to 5 months and OJT from 1 to 11 months.

The sampled FY 1979 participant records indicate that the modal pattern has been enrollment in one activity under one Title/Subpart, followed by termination after six months or less:

- At four sites, 10% or less of the participants had transferred from one Title/Subpart to another; at no site did the percentage of transfers exceed 25%
- Only 6% of the participants in the sample were enrolled in concurrent or sequential activities; at no site did the percentage exceed 10% and concurrent or sequential enrollments in YCCIP and SYEP are virtually nonexistent.

c. <u>To the Extent That Records Reflect Process, in the Past, Prime Sponsors Have Given Little Attention to Employability Development Planning or to the Evaluation of Employability Development Strategies</u>.

The sample data on duration of participation, re-enrollment, transfers and sequential activities suggest that the use of long-range employability development strategies has been minimal or nonexistent. Furthermore, at seven of the eight sites, participant files for one or more Titles/Subparts do not contain enough information on assessment, planned activities or

participants' goals to evaluate the processes of assessing participants, establishing goals and planning activities to meet those goals. These activities may have occurred at these sites but they have not been documented, nor has their effectiveness been measured by the Prime Sponsors. Similarly, the information necessary to compare goals and service strategies with outcomes is so limited that no generalizations based on the sample data can be made here.

6. FY 1979 Data Indicates That Prime Sponsors Provided Extensive Work Experience Services and Expended Funds Most Heavily During the Fourth Quarter.

Traditional patterns of units of service and expenditures were followed by the eight Prime Sponsorships. Exhibit II-1 graphically illustrates the patterns of enrollment during FY 1979.

- Average enrollment was largest in the third quarter of FY 1979 due primarily to the influence of Limited Services provided at one site.

Each CYEP unit of service, except Skill Training and Pre-Employment Experience, was provided by at least one Prime Sponsor during FY 1979. Limited Services provided at Site B averaged approximately 75 percent of the total enrollment during the first three quarters of FY 1979. Work Experience followed, averaging about 10 percent of total enrollment; Skill Training and Work Experience and Education had 4 percent and 3 percent, respectively, of total enrollment. Combined units of service, particularly units of service including OJT, had few of the total enrollments reported. Frequently, the combined units of service were provided at just one or two sites, sometimes for only part of the fiscal year.

- With the exception of the Limited Services program, the Work Experience unit of service and Work Experience combined with another service represented the majority of FY 1979 total enrollments and expenditures.

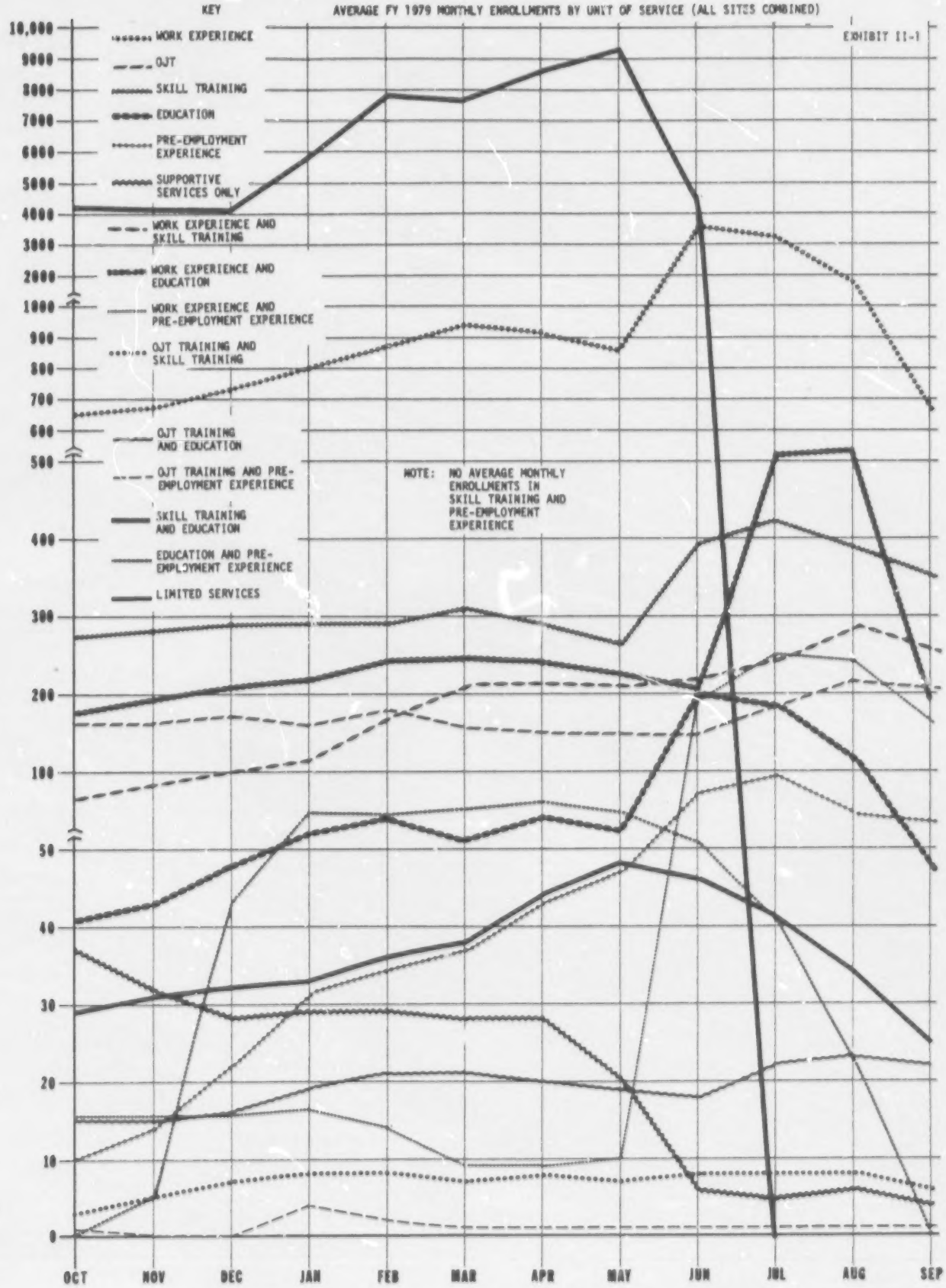

KEY
AVERAGE FY 1979 MONTHLY ENROLLMENTS BY UNIT OF SERVICE (ALL SITES COMBINED)
EXHIBIT II-1
WORK EXPERIENCE
OJT
SKILL TRAINING
EDUCATION
PRE-EMPLOYMENT EXPERIENCE
SUPPORTIVE SERVICES ONLY
WORK EXPERIENCE AND SKILL TRAINING
WORK EXPERIENCE AND EDUCATION
WORK EXPERIENCE AND PRE-EMPLOYMENT EXPERIENCE
OJT TRAINING AND SKILL TRAINING
OJT TRAINING AND EDUCATION
OJT TRAINING AND PRE-EMPLOYMENT EXPERIENCE
SKILL TRAINING AND EDUCATION
EDUCATION AND PRE-EMPLOYMENT EXPERIENCE
LIMITED SERVICES
NOTE: NO AVERAGE MONTHLY ENROLLMENTS IN SKILL TRAINING AND PRE-EMPLOYMENT EXPERIENCE
10,000
9000
8000
7000
6000
5000
4000
3000
2000
1000
900
800
700
600
500
400
300
200
100
50
40
30
20
10
0
OCT
NOV
DEC
JAN
FEB
MAR
APR
MAY
JUN
JUL
AUG
SEP

Exhibit II-2 below displays the average quarterly total enrollment for FY 1979, both including and excluding Limited Services. When Limited Services is included in the quarterly average total enrollment, the traditional build-up of enrollment through the fourth quarter is not discernible. By excluding Limited Services, the gradual increase in average total enrollment is evident.

EXHIBIT II-2: Quarterly Average Total Enrollment Percentages

	1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.
With Limited Services	19.6	31.5	36.2	12.6
Without Limited Services	15.5	19.4	29.2	35.9

Excluding Limited Services, average enrollment in many units of service increased dramatically during the fourth quarter of FY 1979. Table II-2 on the following page indicates a drop in average total enrollment for the fourth quarter due to the end of Limited Services. Work Experience average total enrollment in July 1979 increased over four times the average total enrollment in June, from 778 to 3,380. Enrollment increases during the fourth quarter occurred in most units of service, particularly Work Experience and Education, Education and Skill Training. These increases were due to the Summer Youth Employment Programs that normally geared up in June 1979. Only Skill Training and Education and Education and Pre-Employment Experience showed declining enrollment for the fourth quarter.

Table II-2 shows a decline in enrollment for most units of service in September 1979. One possible explanation for the decline is that with the advent of CYEP, sites may have decided not to enroll new participants until the CYEP program design and structure was in place. One site

TABLE II-2

AVERAGE FY 1979 MONTHLY ENROLLMENTS BY UNIT OF SERVICE (ALL SITES COMBINED)

UNIT OF SERVICE / AVERAGE FY '79 MONTHLY EMPLOY	OCT		NOV		DEC		JAN		FEB		MAR		APR		MAY		JUNE		JULY		AUG		SEPT	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%		%
WORK EXPERIENCE	655	11.6	678	11.8	719	12.4	800	10.3	879	8.9	919	9.3	917	8.6	778	6.9	3,380	35.2	3,138	61.0	1,914	49.6	692	34.0
ON-THE-JOB TRAINING	163	2.9	163	2.8	166	2.9	155	2.0	172	1.7	158	1.6	154	1.4	150	1.3	149	1.5	186	3.6	217	5.6	211	10.4
SKILL TRAINING	276	4.9	285	5.0	292	5.0	282	3.7	296	3.0	302	3.0	296	2.8	269	2.4	390	4.0	420	8.2	393	10.2	350	17.2
EDUCATION	41	0.7	43	0.8	48	0.8	61	0.8	77	0.8	54	0.5	74	0.7	66	0.6	200	2.1	187	3.6	113	2.9	48	2.4
PRE-EMPLOYMENT EXPERIENCE	10	0.2	14	0.2	22	0.4	31	0.4	34	0.3	37	0.4	43	0.4	47	0.4	85	0.9	97	1.9	73	1.9	67	3.3
SUPPORTIVE SERVICES ONLY	37	0.7	32	0.6	28	0.5	29	0.4	29	0.3	28	0.3	28	0.3	20	0.2	6	0.1	5	0.1	6	0.2	4	0.2
WORK EXPERIENCE AND SKILL TRAINING	83	1.5	92	1.6	100	1.7	114	1.5	163	1.7	201	2.0	207	1.9	206	1.8	209	2.2	243	4.7	287	7.4	254	12.5
WORK EXPERIENCE AND EDUCATION	175	3.1	198	3.5	206	3.6	214	2.7	240	2.4	246	2.5	241	2.2	227	2.0	202	2.1	509	9.9	519	12.5	190	9.3
WORK EXPERIENCE AND PRE-EMPLOYMENT EXPERIENCE	15	0.3	15	0.3	15	0.3	16	0.2	14	0.1	9	0.1	9	0.1	10	0.1	183	1.9	249	4.8	247	6.4	164	8.1
ON-THE-JOB TRAINING AND SKILL TRAINING	3	0.1	5	0.1	7	0.1	8	0.1	8	0.1	7	0.1	8	0.1	7	0.1	8	0.1	8	0.2	8	0.2	6	0.3
ON-THE-JOB TRAINING AND EDUCATION	15	0.3	15	0.3	16	0.3	19	0.2	21	0.2	21	0.2	20	0.2	19	0.2	18	0.2	22	0.4	23	0.6	22	1.1
ON-THE-JOB TRAINING AND PRE-EMPLOYMENT EXPERIENCE	1	0.0	0	0	0	0	4	0.1	2	0.0	1	0.0	1	0.0	1	0.0	1	0.0	1	0.0	1	0.1	1	0.1
SKILL TRAINING AND PRE-EMPLOYMENT EXPERIENCE	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
SKILL TRAINING AND EDUCATION	29	0.5	31	0.5	32	0.6	33	0.4	36	0.4	38	0.4	44	0.4	48	0.4	46	0.5	41	0.8	34	0.9	25	1.2
EDUCATION AND PRE-EMPLOYMENT EXPERIENCE	0	0	5	0.1	43	0.7	74	1.0	72	0.7	75	0.8	80	0.7	74	0.6	53	0.5	41	0.8	23	0.6	0	0
SUBTOTAL	1503	26.7	1576	27.6	1694	29.3	1950	23.8	2043	20.7	2096	21.2	2122	19.8	1922	17.0	4930	51.3	5147	100.0	3858	100.0	2034	100.0
LIMITED SERVICES	4127	73.3	4127	72.4	4090	70.7	5936	76.2	7820	79.3	7820	78.8	8591	80.2	9362	83.0	4681	48.7	0	0	0	0	0	0
TOTAL	5630	100.0	5703	100.0	5784	100.0	7786	100.0	9863	100.0	9916	100.0	10713	100.0	11284	100.0	9611	100.0	5147	100.0	3858	100.0	2034	100.0

reported that staff tried to "close out" the FY 1979 programs by terminating participants and subsequently re-enrolling the young people in CYEP. Another possible factor influencing the total enrollment decline may have been that transition from summer youth employment programs to CYEP did not include all SYEP terminated participants.

- Over 90 percent of CETA youth participants enrolled in units of service other than Limited Services in FY 1979 were economically disadvantaged.

The percentage of all participants who were economically disadvantaged is shown in Exhibit II-3, below. Excluding Limited Services, most young people who participated in Title III and Title IIB programs were reported to be economically disadvantaged.

EXHIBIT II-3: Economically Disadvantaged as a Percentage of FY 1979 Total Enrollments

	1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.
With Limited Services	31	26	30	96
Without Limited Services	99	91	92	96

Approximately 44 percent of all economically disadvantaged youth enrolled were in the Work Experience unit of service as indicated in Table II-3 and Exhibits II-4 through II-7. Limited Services represented about 15 percent of the economically disadvantaged enrollments during the first three quarters of FY 1979. Skill Training represented services to 11 percent of those economically disadvantaged enrollments and 6 percent of the total enrollments. A higher proportion of economically disadvantaged were enrolled in Work Experience and Education, Work Experience and Skill Training and OJT when compared to total enrollment in these units of service. Work Experience and Pre-Employment Experience economically disadvantaged enrollments

TABLE II-3

ESTIMATED FY 1979 QUARTERLY TOTAL OF MONTHLY ENROLLMENTS SERVED BY ETHNIC GROUP AND ECONOMICALLY DISADVANTED STATUS IN UNIT OF SERVICE (ALL SITES COMBINED)*

FY '79 PARTICIPANTS BY ETHNIC GROUP AND ECONOMIC DISADV / UNIT OF SERVICE	1ST QTR						2ND QTR						3RD QTR						4TH QTR					
	NW		HISP		ECO DIS		NW		HISP		ECO DIS		NW		HISP		ECO DIS		NW		HISP		ECO DIS	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
WORK EXPERIENCE	1,085	25.1	969	24.0	2,235	39.8	1,377	18.4	428	15.9	2,882	36.2	3,008	27.9	658	19.8	5,889	46.4	4,774	62.8	908	54.5	6,006	56.6
ON-THE-JOB TRAINING	278	6.4	33	2.1	510	9.1	259	3.5	32	1.2	507	6.4	256	2.4	36	1.1	466	4.0	336	4.4	51	3.1	606	4.1
SKILL TRAINING	361	8.4	94	2.2	847	15.2	397	5.3	82	1.2	901	11.3	468	4.3	45	1.4	1,026	8.9	669	8.8	73	4.4	1,336	9.1
EDUCATION	66	1.5	40	2.6	159	2.8	110	1.5	66	2.4	227	2.8	102	0.9	61	1.8	356	3.1	122	1.6	69	4.1	440	3.0
PRE-EMPLOYMENT EXPERIENCE	30	0.7	0	0	75	1.3	40	0.5	0	0	137	1.7	82	0.8	1	0.0	281	2.4	98	1.2	3	0.2	295	2.0
SUPPORTIVE SERVICES ONLY	31	0.7	6	0.4	96	1.7	38	0.5	11	0.4	119	1.5	24	0.2	7	0.2	76	0.7	191	0.2	1	0.0	23	0.1
WORK EXPERIENCE AND SKILL TRAINING	63	1.5	38	2.5	298	5.2	166	2.2	33	1.2	579	7.3	342	3.2	91	0.9	542	4.7	488	6.4	178	10.5	868	9.9
WORK EXPERIENCE AND EDUCATION	299	6.9	128	8.3	714	12.8	327	4.4	128	4.7	784	9.8	367	3.4	147	4.4	846	7.3	917	12.1	284	16.9	1,881	10.8
WORK EXPERIENCE AND PRE-EMPLOYMENT EXPERIENCE	15	0.3	1	0.1	46	0.8	12	0.2	0	0	38	0.5	17	0.2	0	0	189	1.2	129	1.7	71	4.2	958	6.5
ON-THE-JOB TRAINING AND SKILL TRAINING	0	0	0	0	19	0.3	3	0.0	0	0	26	0.3	0	0	0	0	26	0.2	0	0	0	0	33	0.2
ON-THE-JOB TRAINING AND EDUCATION	18	0.3	0	0	56	1.0	21	0.3	0	0	147	1.8	8	0.1	0	0	181	1.6	9	0.1	0	0	57	0.4
ON-THE-JOB TRAINING AND PRE-EMPLOYMENT EXPERIENCE	0	0	0	0	8	0.1	0	0	0	0	8	0.1	0	0	0	0	4	0.0	0	0	0	0	3	0.0
SKILL TRAINING AND PRE-EMPLOYMENT EXPERIENCE	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
SKILL TRAINING AND EDUCATION	14	0.3	5	0.3	100	1.8	16	0.2	3	0.1	48	0.6	15	0.1	5	0.2	46	0.4	17	0.2	2	0.1	113	0.8
EDUCATION AND PRE-EMPLOYMENT EXPERIENCE	18	0.3	7	0.5	40	0.7	28	0.4	17	0.7	68	0.8	26	0.2	19	0.6	58	0.5	34	0.4	32	1.9	58	0.4
SUBTOTAL	2,267	52.5	661	43.9	5,119	92.7	2,793	37.3	752	27.9	6,467	81.2	4,705	43.7	1,010	30.4	9,326	81.5	7,610	100.0	1,667	100.0	14,668	100.0
LIMITED SERVICES	2,055	47.5	879	59.1	408	7.3	4,692	62.7	1,947	72.1	1,500	18.8	6,066	56.3	2,307	69.6	2,196	18.5	0	0	0	0	0	0
TOTAL	4,322	100.0	1,540	100.0	5,527	100.0	7,485	100.0	2,699	100.0	7,967	100.0	10,771	100.0	3,317	100.0	11,523	100.0	7,610	100.0	1,667	100.0	14,668	100.0

*NUMBERS REPRESENT THE SUM OF ENROLLMENTS SERVED IN MONTHS 1, 2, AND 3 OF THE QUARTER.

increased greatly in the fourth quarter due to SYEP operations. With the exception of Limited Services, participation in these units of service was compensated.

- The majority of nonwhite and Hispanic FY 1979 participants were enrolled in Limited Services and Work Experience.

As seen in Table II-3, nonwhite enrollment in Limited Services during the first three quarters of FY 1979 accounted for approximately 56 percent of the total nonwhite enrollment. Work Experience nonwhite enrollment followed Limited Services for the first three quarters, and increased to approximately 63 percent of the nonwhite enrollment for the fourth quarter. Other sizeable nonwhite enrollments during the first three quarters were in Skill Training and Work Experience and Education. In the fourth quarter, with SYEP implementation, Work Experience and Education and Work Experience and Skill Training showed increased nonwhite enrollment.

Exhibits II-4 through II-7 on the following pages illustrate these patterns. Exhibit II-8, below, displays the percentage of total nonwhite enrollment by quarter during FY 1979.

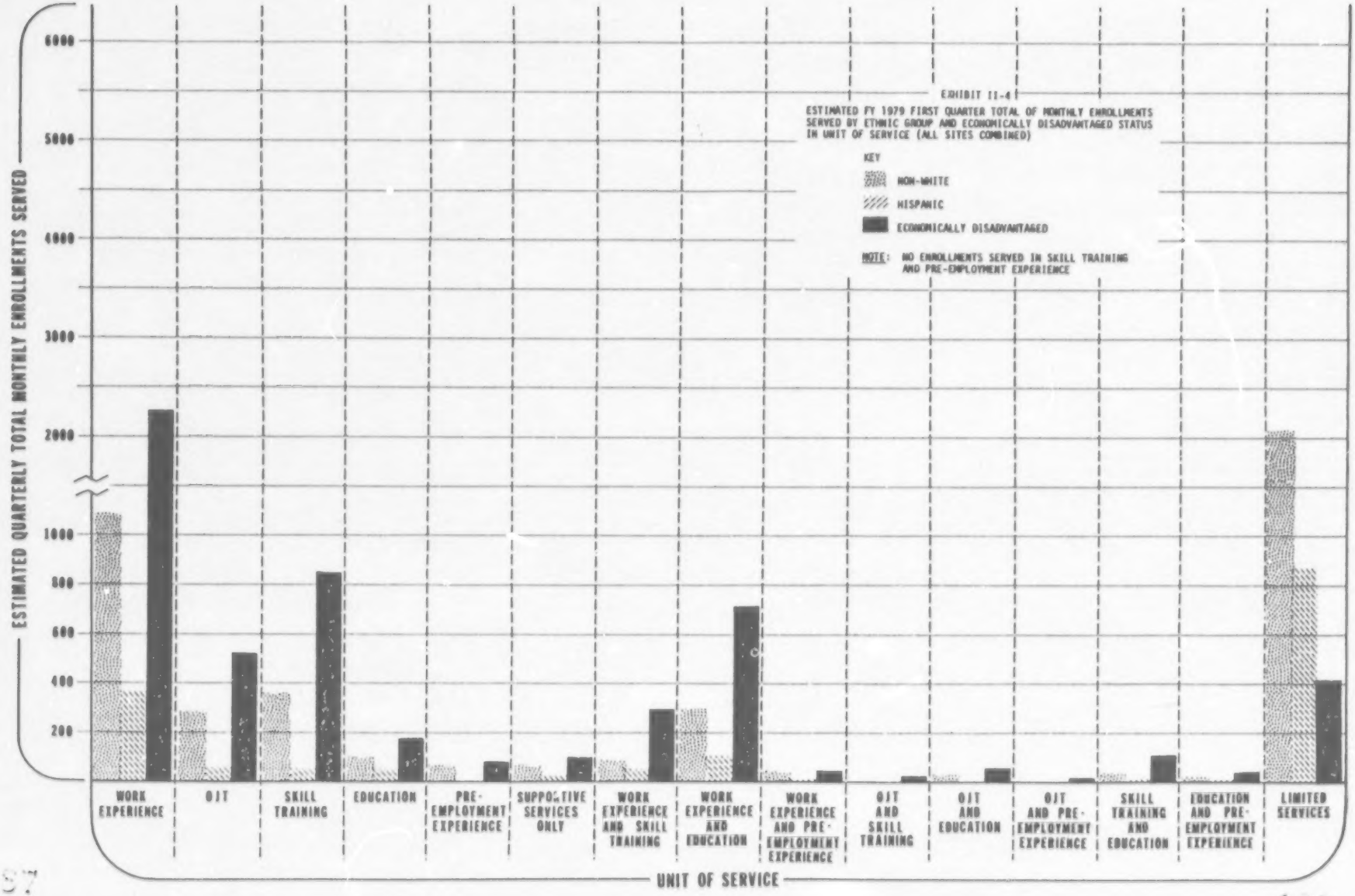
EXHIBIT II-8: FY 1979 Nonwhite Enrollment as a Percentage of Total Average Quarterly Enrollment

	1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.
With Limited Services	24	24	28	50
Without Limited Services	40	40	46	50

Excluding Limited Services enrollments which end the third quarter, nonwhite enrollment increased 25 percent during FY 1979, from approximately 40 to 50 percent.

EXHIBIT II-4

ESTIMATED FY 1979 FIRST QUARTER TOTAL OF MONTHLY ENROLLMENTS SERVED BY ETHNIC GROUP AND ECONOMICALLY DISADVANTAGED STATUS IN UNIT OF SERVICE (ALL SITES COMBINED)



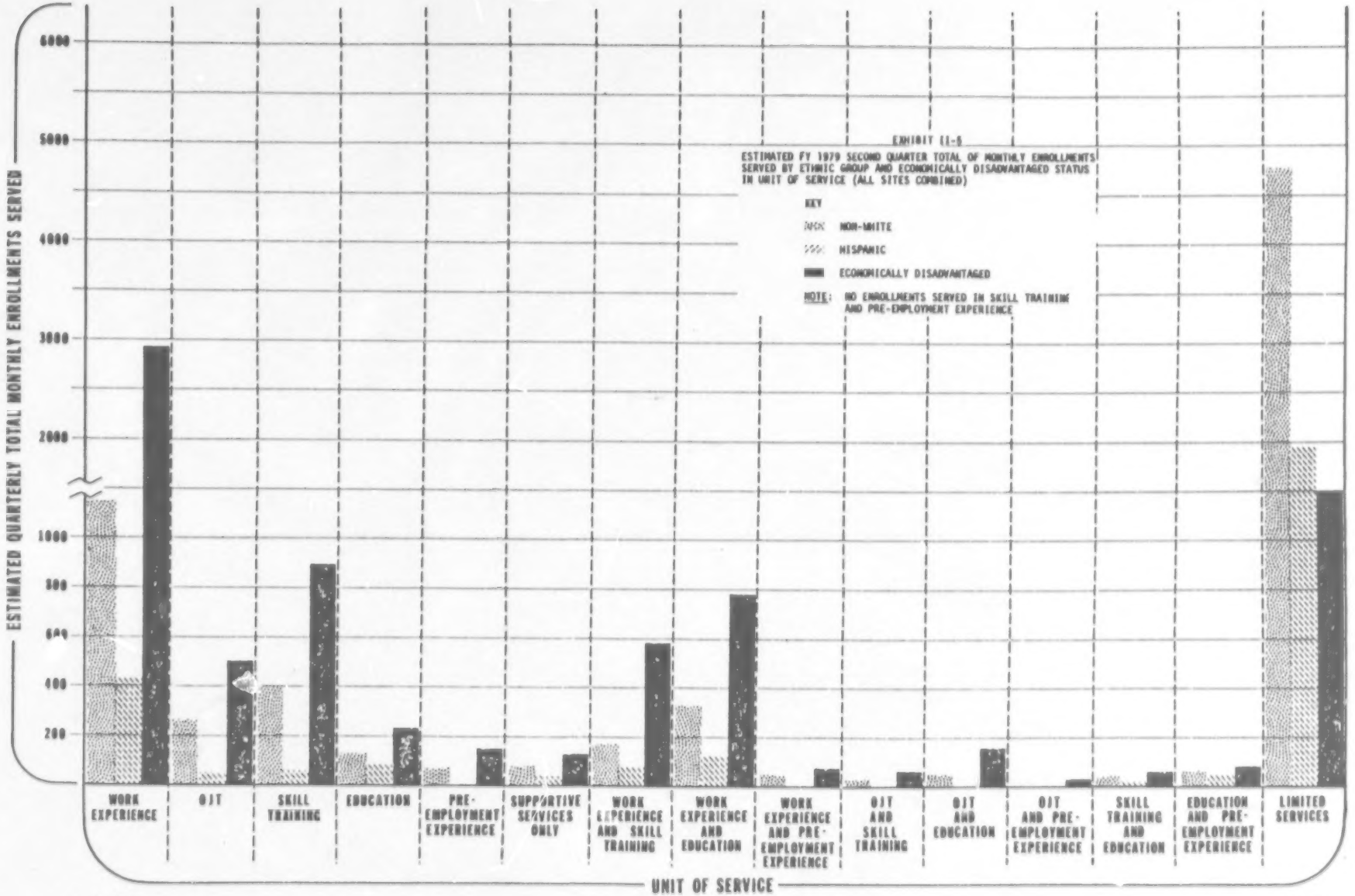


EXHIBIT II-5
ESTIMATED FY 1979 SECOND QUARTER TOTAL OF MONTHLY ENROLLMENTS SERVED BY ETHNIC GROUP AND ECONOMICALLY DISADVANTAGED STATUS IN UNIT OF SERVICE (ALL SITES COMBINED)
KEY
NON-WHITE
HISPANIC
ECONOMICALLY DISADVANTAGED
NOTE: NO ENROLLMENTS SERVED IN SKILL TRAINING AND PRE-EMPLOYMENT EXPERIENCE
ESTIMATED QUARTERLY TOTAL MONTHLY ENROLLMENTS SERVED
6000
5000
4000
3000
2000
1000
800
600
400
200
WORK EXPERIENCE
OJT
SKILL TRAINING
EDUCATION
PRE-EMPLOYMENT EXPERIENCE
SUPPORTIVE SERVICES ONLY
WORK EXPERIENCE AND SKILL TRAINING
WORK EXPERIENCE AND EDUCATION
WORK EXPERIENCE AND PRE-EMPLOYMENT EXPERIENCE
OJT AND SKILL TRAINING
OJT AND EDUCATION
OJT AND PRE-EMPLOYMENT EXPERIENCE
SKILL TRAINING AND EDUCATION
EDUCATION AND PRE-EMPLOYMENT EXPERIENCE
LIMITED SERVICES
UNIT OF SERVICE

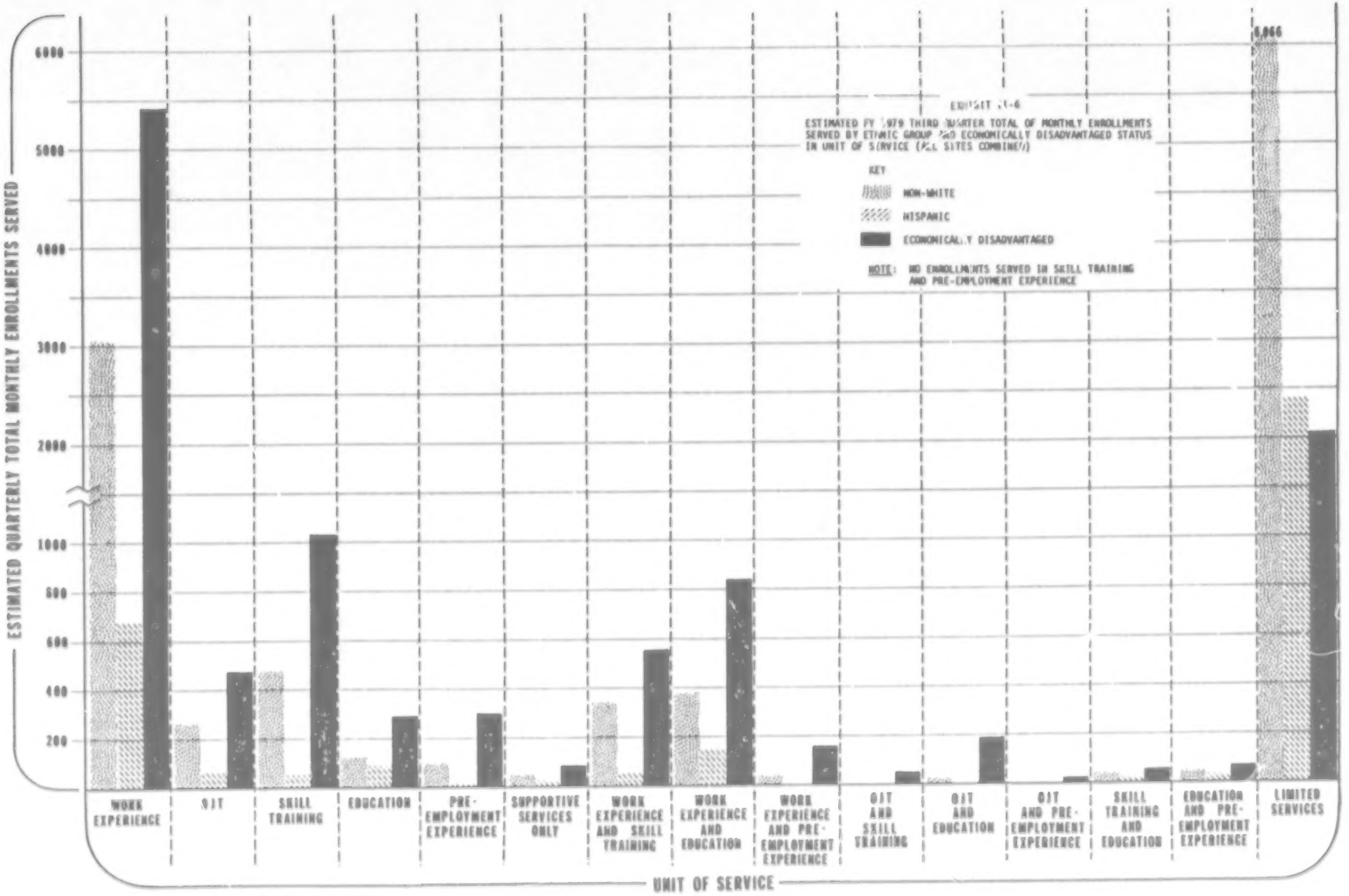


EXHIBIT VI-6
ESTIMATED FY 1979 THIRD QUARTER TOTAL OF MONTHLY ENROLLMENTS SERVED BY ETHNIC GROUP AND ECONOMICALLY DISADVANTAGED STATUS IN UNIT OF SERVICE (ALL SITES COMBINED)
KEY
NON-WHITE
HISPANIC
ECONOMICALLY DISADVANTAGED
NOTE: NO ENROLLMENTS SERVED IN SKILL TRAINING AND PRE-EMPLOYMENT EXPERIENCE
ESTIMATED QUARTERLY TOTAL MONTHLY ENROLLMENTS SERVED
6000
5000
4000
3000
2000
1000
800
600
400
200
6,966
WORK EXPERIENCE
OJT
SKILL TRAINING
EDUCATION
PRE-EMPLOYMENT EXPERIENCE
SUPPORTIVE SERVICES ONLY
WORK EXPERIENCE AND SKILL TRAINING
WORK EXPERIENCE AND EDUCATION
WORK EXPERIENCE AND PRE-EMPLOYMENT EXPERIENCE
OJT AND SKILL TRAINING
OJT AND EDUCATION
OJT AND PRE-EMPLOYMENT EXPERIENCE
SKILL TRAINING AND EDUCATION
EDUCATION AND PRE-EMPLOYMENT EXPERIENCE
LIMITED SERVICES
UNIT OF SERVICE

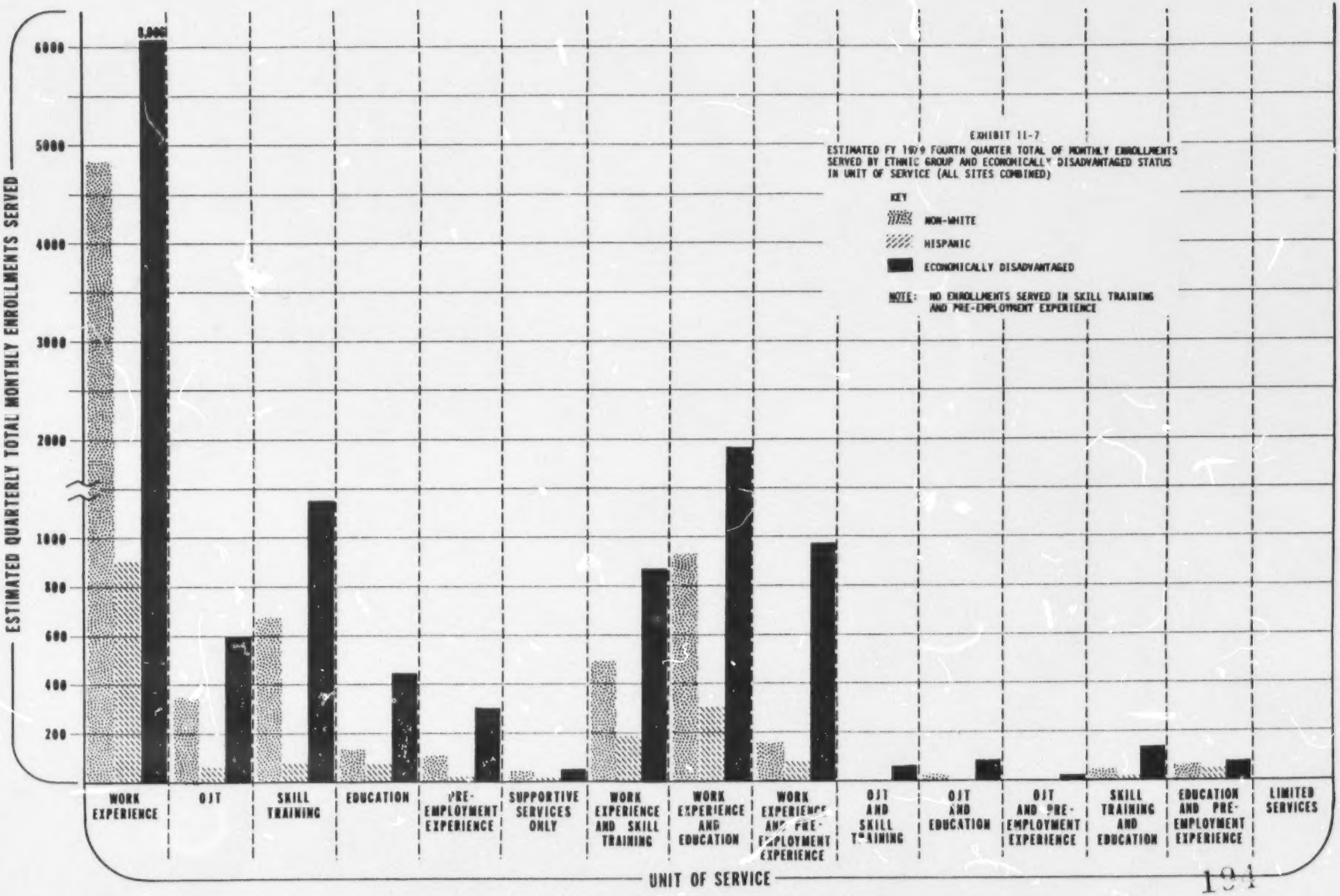


EXHIBIT II-7
ESTIMATED FY 1979 FOURTH QUARTER TOTAL OF MONTHLY ENROLLMENTS SERVED BY ETHNIC GROUP AND ECONOMICALLY DISADVANTAGED STATUS IN UNIT OF SERVICE (ALL SITES COMBINED)
KEY
NON-WHITE
HISPANIC
ECONOMICALLY DISADVANTAGED
NOTE: NO ENROLLMENTS SERVED IN SKILL TRAINING AND PRE-EMPLOYMENT EXPERIENCE
ESTIMATED QUARTERLY TOTAL MONTHLY ENROLLMENTS SERVED
6000
5000
4000
3000
2000
1000
800
600
400
200
WORK EXPERIENCE
OJT
SKILL TRAINING
EDUCATION
PRE-EMPLOYMENT EXPERIENCE
SUPPORTIVE SERVICES ONLY
WORK EXPERIENCE AND SKILL TRAINING
WORK EXPERIENCE AND EDUCATION
WORK EXPERIENCE AND PRE-EMPLOYMENT EXPERIENCE
OJT AND SKILL TRAINING
OJT AND EDUCATION
OJT AND PRE-EMPLOYMENT EXPERIENCE
SKILL TRAINING AND EDUCATION
EDUCATION AND PRE-EMPLOYMENT EXPERIENCE
LIMITED SERVICES
UNIT OF SERVICE

Hispanic enrollment, a component of the nonwhite population as reported in CYEP, remained fairly constant during the year. Exhibit II-9 illustrates the Hispanic enrollment as a percentage of total average quarterly enrollment.

EXHIBIT II-9: FY 1979 Hispanic Enrollment as a Percentage of Total Average Quarterly Enrollment

	1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.
With Limited Services	9	9	9	9
Without Limited Services	12	11	10	11

Limited Services accounted for approximately two-thirds of all Hispanic enrollment during the first three quarters of FY 1979. Hispanic enrollment in Work Experience was next and represented the majority of Hispanic enrollments during the fourth quarter. Hispanic enrollment in Work Experience and Education and Work Experience and Skill Training increased during the fourth quarter. Hispanic enrollment in Skill Training and OJT remained relatively constant throughout FY 1979. These patterns are also displayed in Exhibits II-4 through II-7.

- Although male and female enrollment during FY 1979 was nearly equal, females appeared to be more likely to be enrolled in training related activities, males in Work Experience related activities.

Total FY 1979 male and female enrollment percentages by quarter regardless of units of service were:

First quarter: males, 50%; females, 50%

Second quarter: males, 51%; females, 49%

Third quarter: males, 55%; females, 45%

Fourth quarter: males, 51%; females 49%

When male and female enrollment excluding Limited Services was reviewed, the third quarter enrollment percentages fluctuated slightly; male enrollment accounted for 52 percent, females 48 percent.

Reviewing Table II-4 and Exhibits II-10 through II-13, the approximately equal proportions of total male and female enrollment was not reflected for particular units of service. Males were primarily enrolled in Limited Services during the first three quarters of FY 1979. Male enrollments in Work Experience followed, averaging 23 percent of the total male enrollment for the same time period. Other units of service accounting for sizeable male enrollment included: Work Experience and Education, 6 percent of total male enrollment; Skill Training, 4 percent of total male enrollment; OJT and Work Experience and Skill Training each averaged 3 percent of the total male enrollment.

Females were also primarily enrolled in Limited Services during the first three quarters of FY 1979. Female enrollment in Work Experience followed, averaged 22 percent of total female enrollment. The next highest female enrollment was in Skill Training, averaging over 6 percent. Female enrollment in Work Experience and Education was next, averaging slightly less than 6 percent of total female enrollment. Female enrollment followed in OJT averaging 3 percent and Work Experience and Education just below 3 percent of total female enrollments.

It appears that males may have been more likely to be enrolled in work related activity, while females were more represented in training activities. By analyzing Exhibits II-10 through II-13, slight tendencies were observed in this direction. Male enrollments slightly exceeded female enrollments in Work Experience for all four quarters. Male enrollments also exceeded

TABLE II-4

ESTIMATED FY 1979 QUARTERLY TOTAL OF MONTHLY ENROLLMENTS SERVED BY SEX IN UNIT OF SERVICE (ALL SITES COMBINED)*

UNIT OF SERVICE / FY-79 PARTICIPANTS BY SEX	1ST QTR				2ND QTR				3RD QTR				4TH QTR			
	MALE		FEMALE		MALE		FEMALE		MALE		FEMALE		MALE		FEMALE	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
WORK EXPERIENCE	1,218	13.3	1,137	12.7	1,570	10.1	1,393	9.3	2,940	14.0	2,581	14.9	4,321	55.5	3,838	51.5
ON-THE-JOB TRAINING	328	3.6	276	3.1	311	2.0	284	1.9	271	1.3	254	1.5	357	4.6	339	4.5
SKILL TRAINING	383	4.2	560	6.2	386	2.5	599	4.0	438	2.1	641	3.7	557	7.2	852	11.4
EDUCATION	85	0.9	74	0.8	141	0.9	99	0.7	196	0.9	156	0.9	224	2.9	208	2.8
PRE-EMPLOYMENT EXPERIENCE	31	0.3	44	0.5	59	0.4	62	0.4	122	0.6	158	0.9	136	1.7	160	2.1
SUPPORTIVE SERVICES ONLY	48	0.5	58	0.6	55	0.4	64	0.4	39	0.2	37	0.2	6	0.1	16	0.2
WORK EXPERIENCE AND SKILL TRAINING	208	2.3	113	1.3	374	2.4	251	1.7	438	2.1	323	1.9	542	7.0	418	5.6
WORK EXPERIENCE AND EDUCATION	377	4.1	408	4.5	481	3.1	455	3.0	513	2.4	457	2.6	983	12.6	991	13.3
WORK EXPERIENCE AND PRE-EMPLOYMENT EXPERIENCE	24	0.3	26	0.3	22	0.1	22	0.1	88	0.4	79	0.5	502	6.4	464	6.2
ON-THE-JOB TRAINING AND SKILL TRAINING	11	0.1	8	0.1	14	0.1	12	0.1	12	0.1	14	0.1	14	0.2	10	0.1
ON-THE-JOB TRAINING AND EDUCATION	26	0.3	32	0.4	33	0.2	42	0.3	37	0.2	31	0.2	30	0.4	39	0.5
ON-THE-JOB TRAINING AND PRE-EMPLOYMENT EXPERIENCE	6	0.1	2	0.0	6	0.0	2	0.0	3	0.0	1	0.0	3	0.0	0	0
SKILL TRAINING AND PRE-EMPLOYMENT EXPERIENCE	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
SKILL TRAINING AND EDUCATION	52	0.6	48	0.5	61	0.4	59	0.4	80	0.4	79	0.5	53	0.7	62	0.8
EDUCATION AND PRE-EMPLOYMENT EXPERIENCE	46	0.5	52	0.6	109	0.7	150	1.0	100	0.5	132	0.8	55	0.7	62	0.8
SUBTOTAL	2,838	31.2	2,848	31.6	3,622	23.2	3,490	23.3	5,277	25.1	4,943	28.6	7,783	100.0	7,459	100.0
LIMITED SERVICES	6,264	68.8	6,117	68.4	11,964	76.8	11,496	76.7	15,729	74.9	12,357	71.4	0	0	0	0
TOTAL	9,102	100.0	8,940	100.0	15,586	100.0	14,986	100.0	21,006	100.0	17,300	100.0	7,783	100.0	7,459	100.0

*NUMBERS REPRESENT THE SUM OF ENROLLMENTS SERVED IN MONTHS 1, 2, AND 3 OF THE QUARTER.

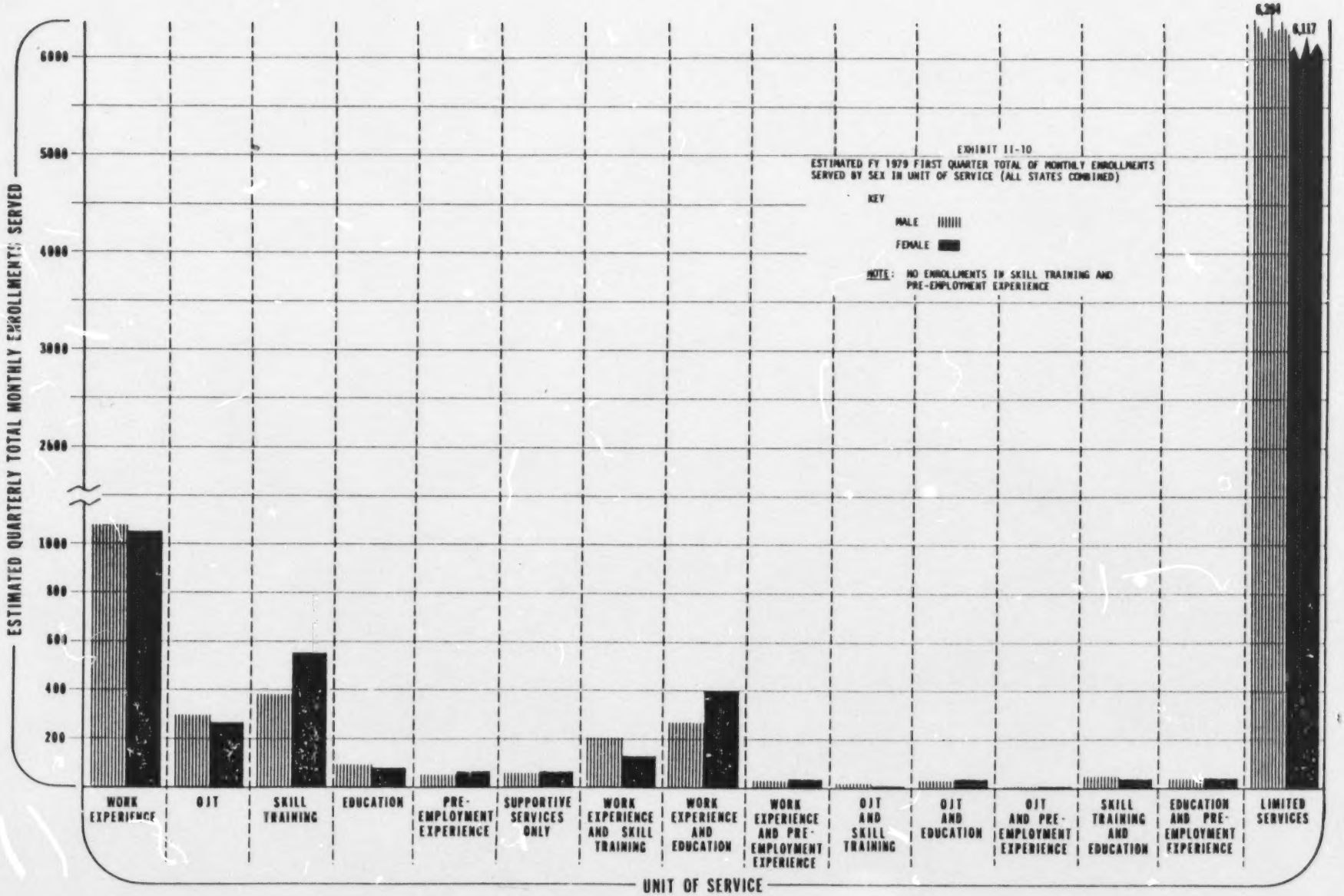


EXHIBIT II-10
ESTIMATED FY 1979 FIRST QUARTER TOTAL OF MONTHLY ENROLLMENTS SERVED BY SEX IN UNIT OF SERVICE (ALL STATES COMBINED)
KEY
MALE
FEMALE
NOTE: NO ENROLLMENTS IN SKILL TRAINING AND PRE-EMPLOYMENT EXPERIENCE
ESTIMATED QUARTERLY TOTAL MONTHLY ENROLLMENTS SERVED
6000
5000
4000
3000
2000
1000
800
600
400
200
6,294
6,117
WORK EXPERIENCE
OJT
SKILL TRAINING
EDUCATION
PRE-EMPLOYMENT EXPERIENCE
SUPPORTIVE SERVICES ONLY
WORK EXPERIENCE AND SKILL TRAINING
WORK EXPERIENCE AND EDUCATION
WORK EXPERIENCE AND PRE-EMPLOYMENT EXPERIENCE
OJT AND SKILL TRAINING
OJT AND EDUCATION
OJT AND PRE-EMPLOYMENT EXPERIENCE
SKILL TRAINING AND EDUCATION
EDUCATION AND PRE-EMPLOYMENT EXPERIENCE
LIMITED SERVICES
UNIT OF SERVICE

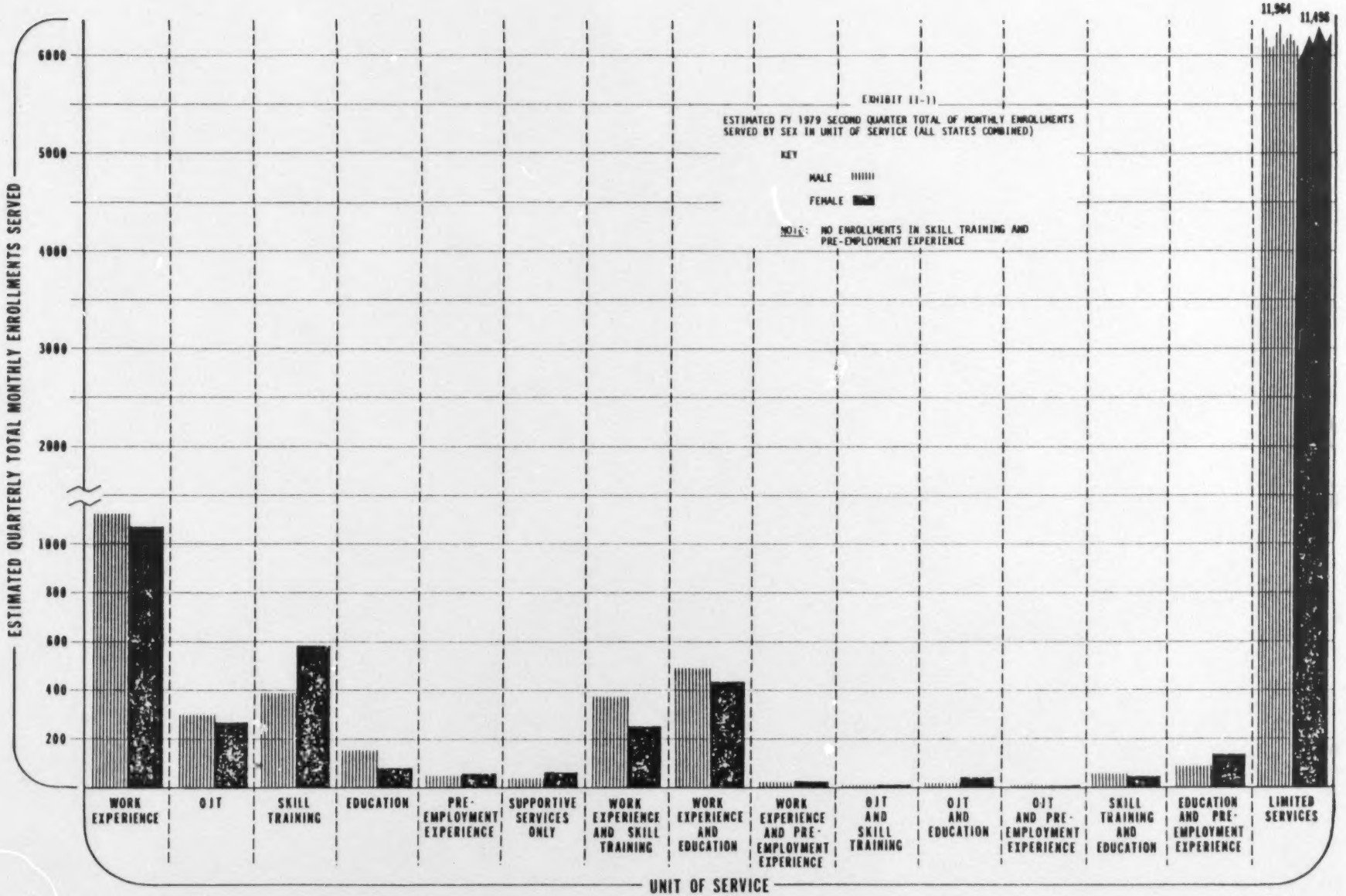


EXHIBIT II-11
ESTIMATED FY 1979 SECOND QUARTER TOTAL OF MONTHLY ENROLLMENTS SERVED BY SEX IN UNIT OF SERVICE (ALL STATES COMBINED)
KEY
MALE
FEMALE
NOTE: NO ENROLLMENTS IN SKILL TRAINING AND PRE-EMPLOYMENT EXPERIENCE
ESTIMATED QUARTERLY TOTAL MONTHLY ENROLLMENTS SERVED
6000
5000
4000
3000
2000
1000
800
600
400
200
11,964
11,498
WORK EXPERIENCE
OJT
SKILL TRAINING
EDUCATION
PRE-EMPLOYMENT EXPERIENCE
SUPPORTIVE SERVICES ONLY
WORK EXPERIENCE AND SKILL TRAINING
WORK EXPERIENCE AND EDUCATION
WORK EXPERIENCE AND PRE-EMPLOYMENT EXPERIENCE
OJT AND SKILL TRAINING
OJT AND EDUCATION
OJT AND PRE-EMPLOYMENT EXPERIENCE
SKILL TRAINING AND EDUCATION
EDUCATION AND PRE-EMPLOYMENT EXPERIENCE
LIMITED SERVICES
UNIT OF SERVICE

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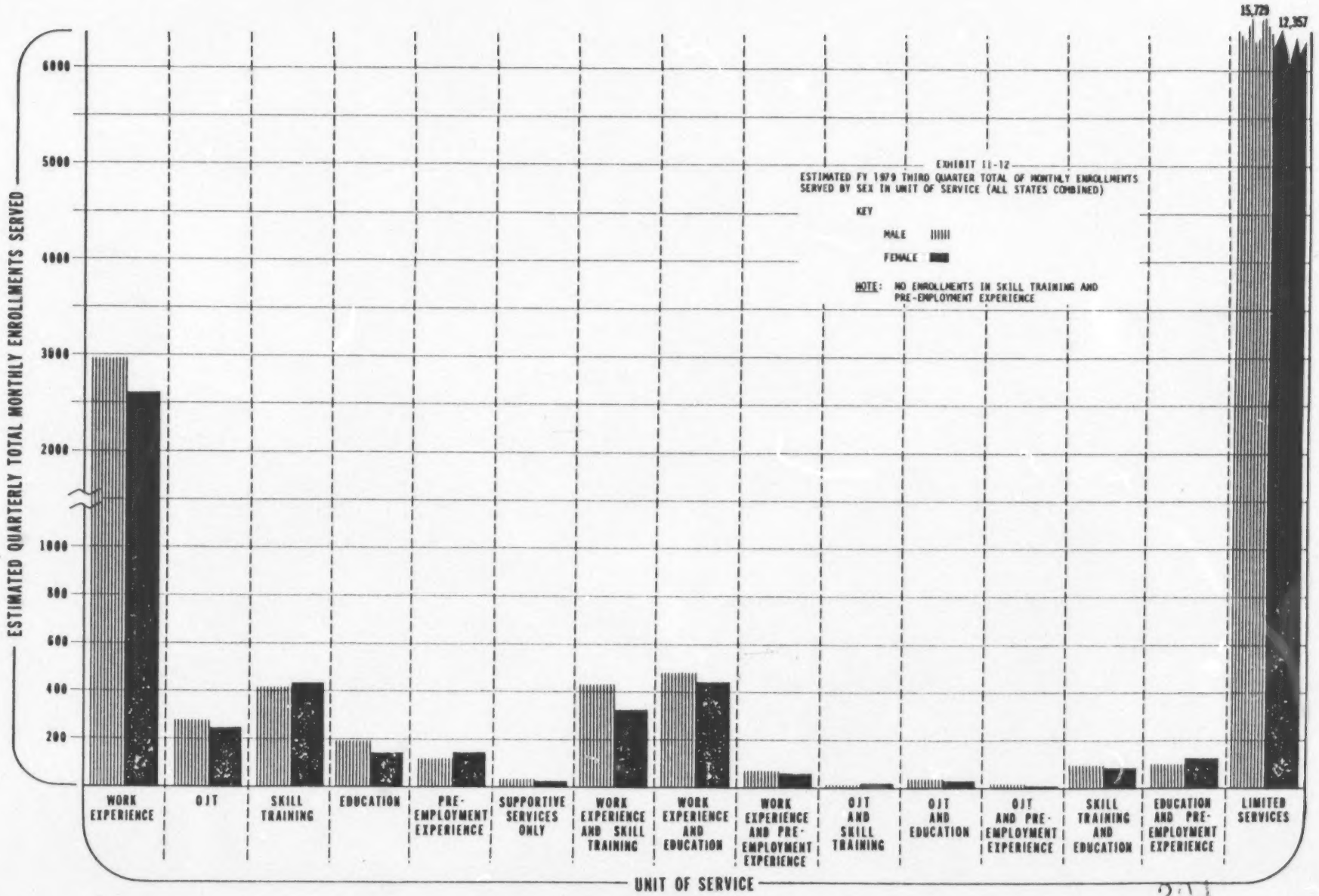
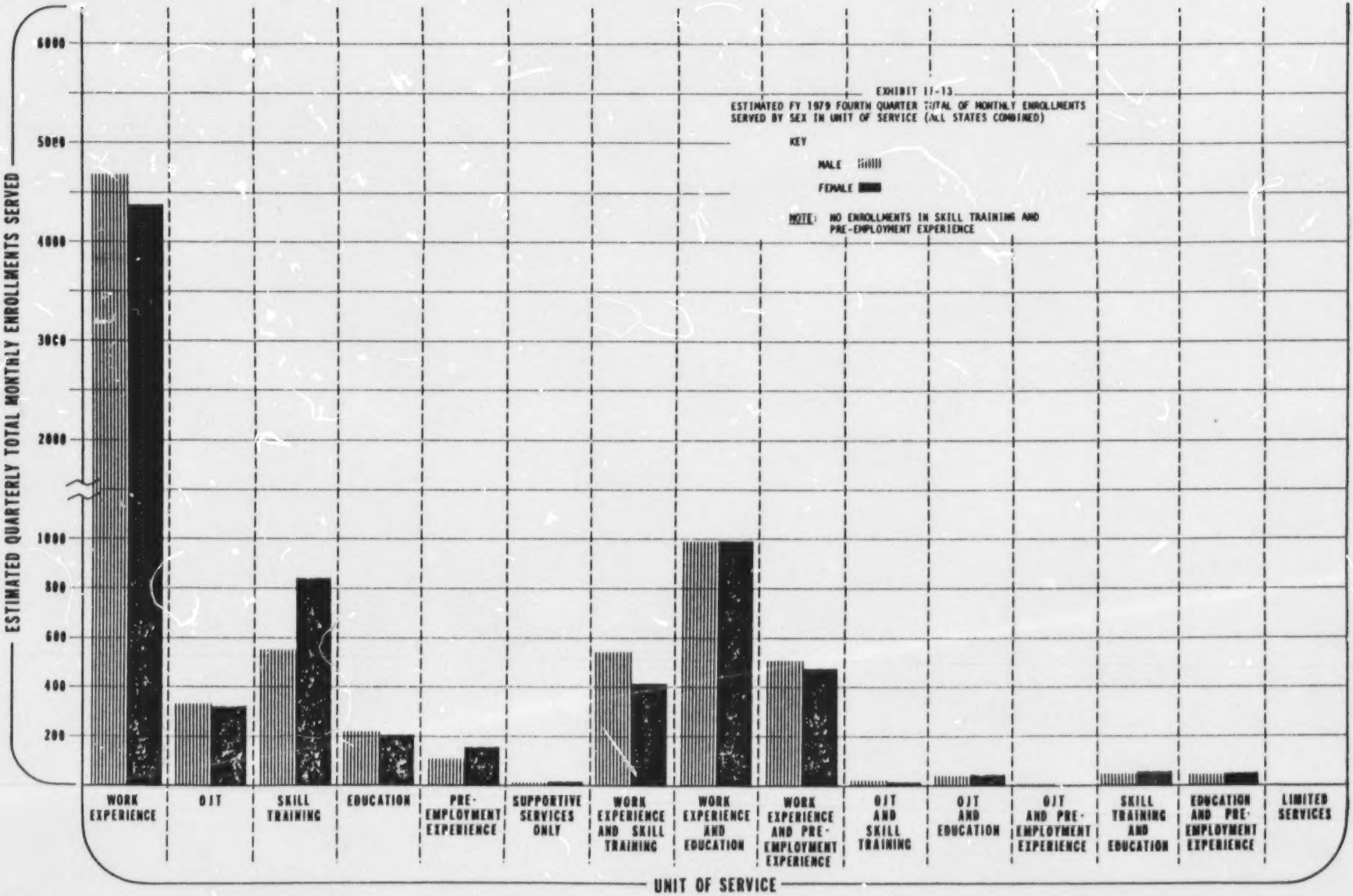


EXHIBIT II-12
ESTIMATED FY 1979 THIRD QUARTER TOTAL OF MONTHLY ENROLLMENTS SERVED BY SEX IN UNIT OF SERVICE (ALL STATES COMBINED)
KEY
MALE
FEMALE
NOTE: NO ENROLLMENTS IN SKILL TRAINING AND PRE-EMPLOYMENT EXPERIENCE
ESTIMATED QUARTERLY TOTAL MONTHLY ENROLLMENTS SERVED
6000
5000
4000
3000
2000
1000
800
600
400
200
15,729
12,357
WORK EXPERIENCE
OJT
SKILL TRAINING
EDUCATION
PRE-EMPLOYMENT EXPERIENCE
SUPPORTIVE SERVICES ONLY
WORK EXPERIENCE AND SKILL TRAINING
WORK EXPERIENCE AND EDUCATION
WORK EXPERIENCE AND PRE-EMPLOYMENT EXPERIENCE
OJT AND SKILL TRAINING
OJT AND EDUCATION
OJT AND PRE-EMPLOYMENT EXPERIENCE
SKILL TRAINING AND EDUCATION
EDUCATION AND PRE-EMPLOYMENT EXPERIENCE
LIMITED SERVICES
UNIT OF SERVICE

EXHIBIT II-13

ESTIMATED FY 1979 FOURTH QUARTER TOTAL OF MONTHLY ENROLLMENTS SERVED BY SEX IN UNIT OF SERVICE (ALL STATES COMBINED)



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female enrollments in Work Experience and Education for the second and third quarters before equalizing during the summer months. Work Experience and Skill Training and OJT experienced more male than female enrollments for all four quarters. Females, on the other hand, were better represented in Skill Training and, on a smaller scale, in Education and Pre-Employment Experience and in Pre-Employment Experience. Two notable exceptions to this trend were Education, which had more male enrollments, and OJT and Education, which had more female enrollments.

- Younger CETA participants were more often enrolled in Work Experience activities while older participants tended to be enrolled in training activities.
- Limited Services dominated all enrollments in the first three quarters of FY 1979 for all age categories except 20-21 year-olds.

Table II-5 displays the estimated FY 1979 quarterly total of monthly enrollments served by age in each unit of service. Exhibits II-14 through II-17 illustrate the monthly enrollments by age in each unit of service more graphically.

Enrollments by age category, as a percentage of FY 1979 enrollments, are shown in Exhibit II-18 below. The effect of Limited Services is apparent particularly for 14-15 year-olds during the first three quarters.

EXHIBIT II-18: FY 1979 Age Categories as a Percentage of Total Average Quarterly FY 1979 Enrollments

	With Limited Services				Without Limited Services			
Age	1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.	1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.
14-15	27	32	34	25	9	7	15	25
16-17	33	31	31	32	35	35	35	32
18-19	33	32	31	30	35	37	35	30
20-21	7	5	4	13	21	21	15	13

ESTIMATED FY 1979 QUARTERLY TOTAL OF MONTHLY ENROLLMENTS SERVED BY AGE IN UNIT OF SERVICE (ALL SITES COMBINED)*

FY '79 PARTICIPANTS BY AGE / UNIT OF SERVICE	1ST QTR								2ND QTR							
	14-15		16-17		18-19		20-21		14-15		16-17		18-19		20-21	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
WORK EXPERIENCE	9,295	8.9	9,961	16.1	8,744	18.6	1,823	11.1	4,982	9.4	11,491	11.9	10,074	12.4	1,728	11.5
ON-THE-JOB TRAINING	246	0.5	1,144	1.9	1,181	2.6	288	1.8	0	0	961	0.9	1,098	2.0	314	2.4
SKILL TRAINING	131	0.3	1,958	3.6	2,999	5.0	964	5.9	41	0.0	1,879	1.7	3,039	3.3	1,428	9.5
EDUCATION	0	0	578	1.0	671	1.4	969	5.9	0	0	951	1.0	988	1.0	547	3.0
PRE-EMPLOYMENT EXPERIENCE	0	0	199	0.3	241	0.5	453	2.8	0	0	351	0.3	329	0.3	458	2.9
SUPPORTIVE SERVICES ONLY	51	0.1	351	0.5	171	0.3	574	4.5	21	0.0	2,264	0.8	1,301	0.8	611	4.1
WORK EXPERIENCE AND SKILL TRAINING	2,461	2.5	1,249	2.0	1,571	2.5	324	2.0	2,121	0.2	2,584	2.6	2,369	2.7	1,114	7.4
WORK EXPERIENCE AND EDUCATION	71	0.1	3,564	5.9	3,324	5.4	904	7.9	10	0.1	9,462	9.7	3,648	3.7	1,109	7.3
WORK EXPERIENCE AND PRE-EMPLOYMENT EXPERIENCE	21	0.0	191	0.3	24	0.0	71	0.5	1	0.0	11	0.1	15	0.2	17	1.1
ON-THE-JOB TRAINING AND SKILL TRAINING	0	0	91	0.1	101	0.2	51	0.4	0	0	71	0.1	101	0.1	91	0.6
ON-THE-JOB TRAINING AND EDUCATION	91	0.2	191	0.3	241	0.4	91	0.5	21	0.0	101	0.1	251	0.3	251	1.5
ON-THE-JOB TRAINING AND PRE-EMPLOYMENT EXPERIENCE	01	0.0	41	0.1	21	0.0	21	0.0	0	0	01	0	21	0.0	61	0.4
SKILL TRAINING AND PRE-EMPLOYMENT EXPERIENCE	01	0	01	0	01	0	01	0	01	0	01	0	01	0	01	0
SKILL TRAINING AND EDUCATION	11	0.0	381	0.6	391	0.6	261	2.0	11	0.0	371	0.4	581	0.5	681	1.9
EDUCATION AND PRE-EMPLOYMENT EXPERIENCE	41	0.1	181	1.0	161	0.3	01	0	251	0.3	1351	1.0	391	0.4	01	0
SUBTOTAL	12,321	10.9	19,911	32.9	19,871	32.9	11,221	99.2	7,991	9.1	31,441	30.3	23,631	27.3	11,291	99.4
LIMITED SERVICES	41,091	89.4	40,581	67.1	40,581	67.1	91	0.8	81,091	90.9	72,491	69.7	63,191	72.7	71	0.6
TOTAL	53,411	100.0	60,491	100.0	60,451	100.0	11,311	100.0	89,081	100.0	103,931	100.0	86,821	100.0	11,361	100.0

FY '79 PARTICIPANTS BY AGE / UNIT OF SERVICE	3RD QTR								4TH QTR							
	14-15		16-17		18-19		20-21		14-15		16-17		18-19		20-21	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
WORK EXPERIENCE	1,198	9.1	2,048	17.4	2,108	17.8	341	18.6	4,142	9.0	2,943	6.2	2,641	8.8	488	10.0
ON-THE-JOB TRAINING	0	0	88	0.7	164	1.4	324	17.4	401	1.1	1,201	2.5	301	9.9	301	10.9
SKILL TRAINING	61	0.9	241	1.9	301	2.5	461	25.2	1,271	2.7	2,231	4.7	441	9.6	611	20.9
EDUCATION	771	0.9	1,481	1.1	501	0.7	61	2.8	1,641	9.1	1,471	2.4	621	1.9	701	2.5
PRE-EMPLOYMENT EXPERIENCE	661	0.5	571	0.5	301	0.5	211	0.1	331	0.8	771	1.6	771	1.7	1091	3.5
SUPPORTIVE SERVICES ONLY	41	0.1	201	0.2	231	0.3	111	1.9	11	0.0	81	0.1	61	0.1	111	0.5
WORK EXPERIENCE AND SKILL TRAINING	291	0.2	2,281	2.1	3,491	2.7	1,281	1.7	1,891	4.3	3,851	6.9	3,241	7.1	1,961	7.0
WORK EXPERIENCE AND EDUCATION	01	0	3,671	3.3	3,911	3.3	1,451	8.0	7,201	19.4	6,551	11.6	4,251	9.5	1,451	10.3
WORK EXPERIENCE AND PRE-EMPLOYMENT EXPERIENCE	961	0.9	991	0.9	941	0.9	241	0.5	2,041	4.9	3,021	6.9	2,281	6.9	2,451	1.9
ON-THE-JOB TRAINING AND SKILL TRAINING	01	0	91	0.1	111	0.1	41	0.4	01	0	91	0.2	101	0.2	41	0.4
ON-THE-JOB TRAINING AND EDUCATION	91	0	111	0.1	441	0.4	361	2.2	01	0	1,171	0.2	1,181	0.9	1,271	1.7
ON-THE-JOB TRAINING AND PRE-EMPLOYMENT EXPERIENCE	01	0	21	0.1	11	0.0	01	0	11	0.1	11	0.0	11	0.0	11	0.0
SKILL TRAINING AND PRE-EMPLOYMENT EXPERIENCE	01	0	01	0	01	0	01	0	01	0	01	0	01	0	01	0
SKILL TRAINING AND EDUCATION	21	0.0	421	0.4	101	0.1	241	1.4	01	0.1	491	0.9	451	1.0	241	1.0
EDUCATION AND PRE-EMPLOYMENT EXPERIENCE	1,051	0.0	1,721	1.5	1,051	0.9	01	0	01	0	01	0	01	0	01	0
SUBTOTAL	4,401	11.5	13,941	11.9	13,941	11.9	4,401	11.5	19,371	1000	24,871	1000	14,871	1000	4,871	1000
LIMITED SERVICES	11,0941	88.5	8,2791	70.1	8,2791	70.1	341	0.9	01	0	01	0	01	0	01	0
TOTAL	15,491	1000	11,821	1000	11,821	1000	4,731	1000	19,371	1000	24,871	1000	14,871	1000	4,871	1000

*NUMBERS REPRESENT THE SUM OF ENROLLMENTS SERVED IN MONTHS 1, 2, AND 3 OF THE QUARTER

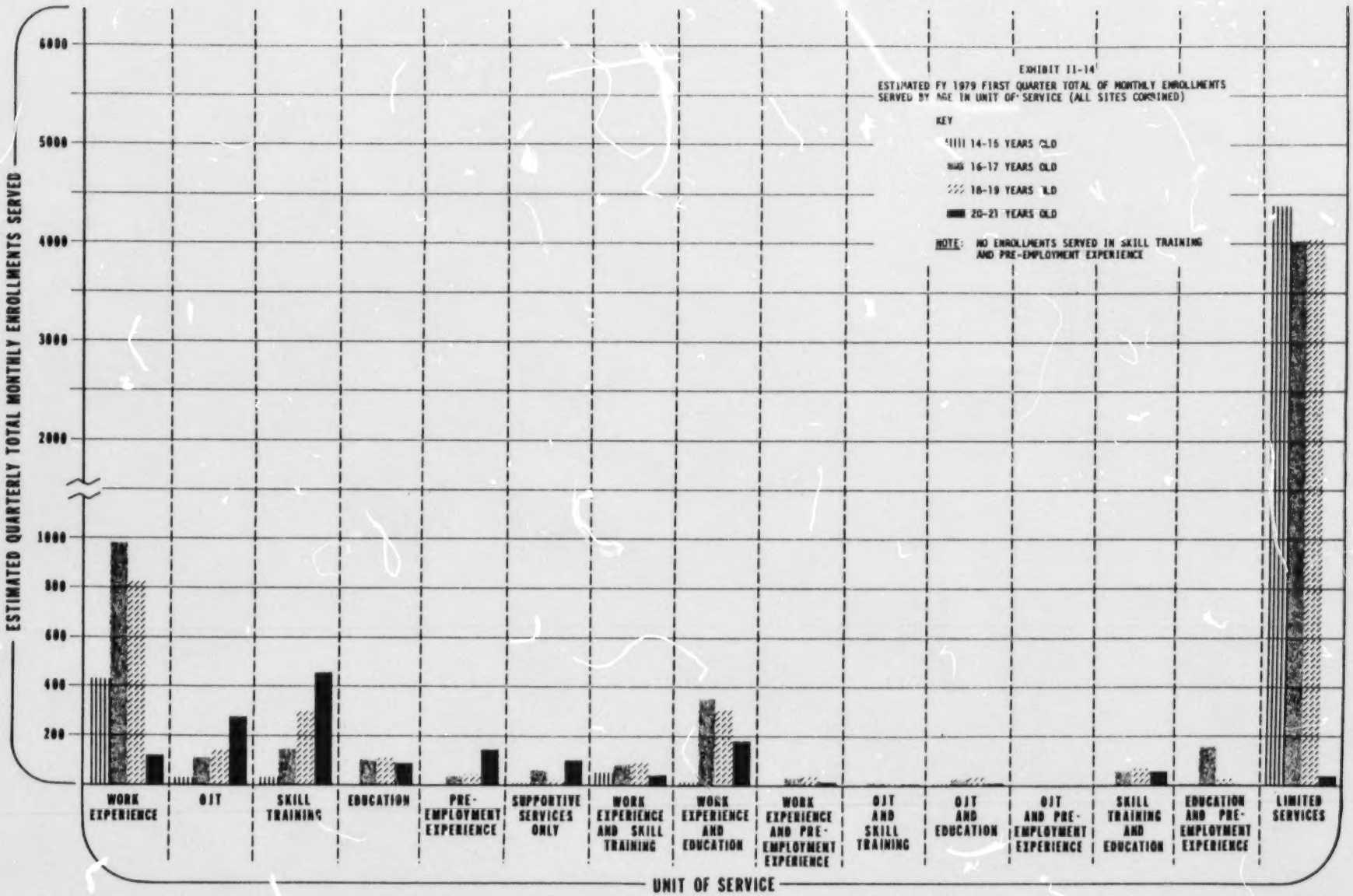


EXHIBIT II-14
ESTIMATED FY 1979 FIRST QUARTER TOTAL OF MONTHLY ENROLLMENTS SERVED BY AGE IN UNIT OF SERVICE (ALL SITES COMBINED)
KEY
14-15 YEARS OLD
16-17 YEARS OLD
18-19 YEARS OLD
20-21 YEARS OLD
NOTE: NO ENROLLMENTS SERVED IN SKILL TRAINING AND PRE-EMPLOYMENT EXPERIENCE
ESTIMATED QUARTERLY TOTAL MONTHLY ENROLLMENTS SERVED
6000
5000
4000
3000
2000
1000
800
600
400
200
WORK EXPERIENCE
OJT
SKILL TRAINING
EDUCATION
PRE-EMPLOYMENT EXPERIENCE
SUPPORTIVE SERVICES ONLY
WORK EXPERIENCE AND SKILL TRAINING
WORK EXPERIENCE AND EDUCATION
WORK EXPERIENCE AND PRE-EMPLOYMENT EXPERIENCE
OJT AND SKILL TRAINING
OJT AND EDUCATION
OJT AND PRE-EMPLOYMENT EXPERIENCE
SKILL TRAINING AND EDUCATION
EDUCATION AND PRE-EMPLOYMENT EXPERIENCE
LIMITED SERVICES
UNIT OF SERVICE

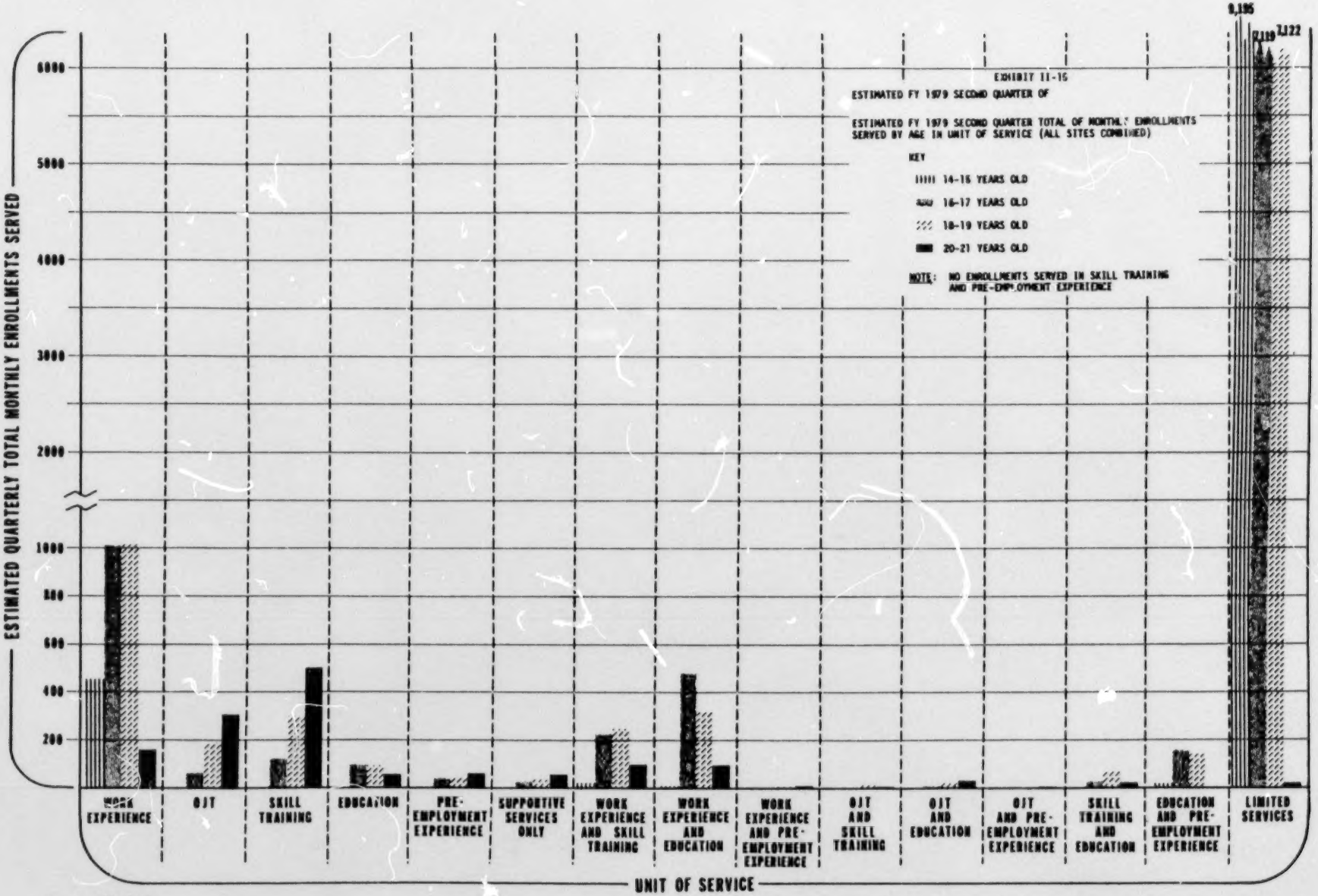


EXHIBIT II-15
ESTIMATED FY 1979 SECOND QUARTER OF
ESTIMATED FY 1979 SECOND QUARTER TOTAL OF MONTHLY ENROLLMENTS SERVED BY AGE IN UNIT OF SERVICE (ALL SITES COMBINED)
KEY
14-15 YEARS OLD
16-17 YEARS OLD
18-19 YEARS OLD
20-21 YEARS OLD
NOTE: NO ENROLLMENTS SERVED IN SKILL TRAINING AND PRE-EMPLOYMENT EXPERIENCE
ESTIMATED QUARTERLY TOTAL MONTHLY ENROLLMENTS SERVED
6000
5000
4000
3000
2000
1000
800
600
400
200
9,195
2,119
2,122
WORK EXPERIENCE
OJT
SKILL TRAINING
EDUCATION
PRE-EMPLOYMENT EXPERIENCE
SUPPORTIVE SERVICES ONLY
WORK EXPERIENCE AND SKILL TRAINING
WORK EXPERIENCE AND EDUCATION
WORK EXPERIENCE AND PRE-EMPLOYMENT EXPERIENCE
OJT AND SKILL TRAINING
OJT AND EDUCATION
OJT AND PRE-EMPLOYMENT EXPERIENCE
SKILL TRAINING AND EDUCATION
EDUCATION AND PRE-EMPLOYMENT EXPERIENCE
LIMITED SERVICES
UNIT OF SERVICE

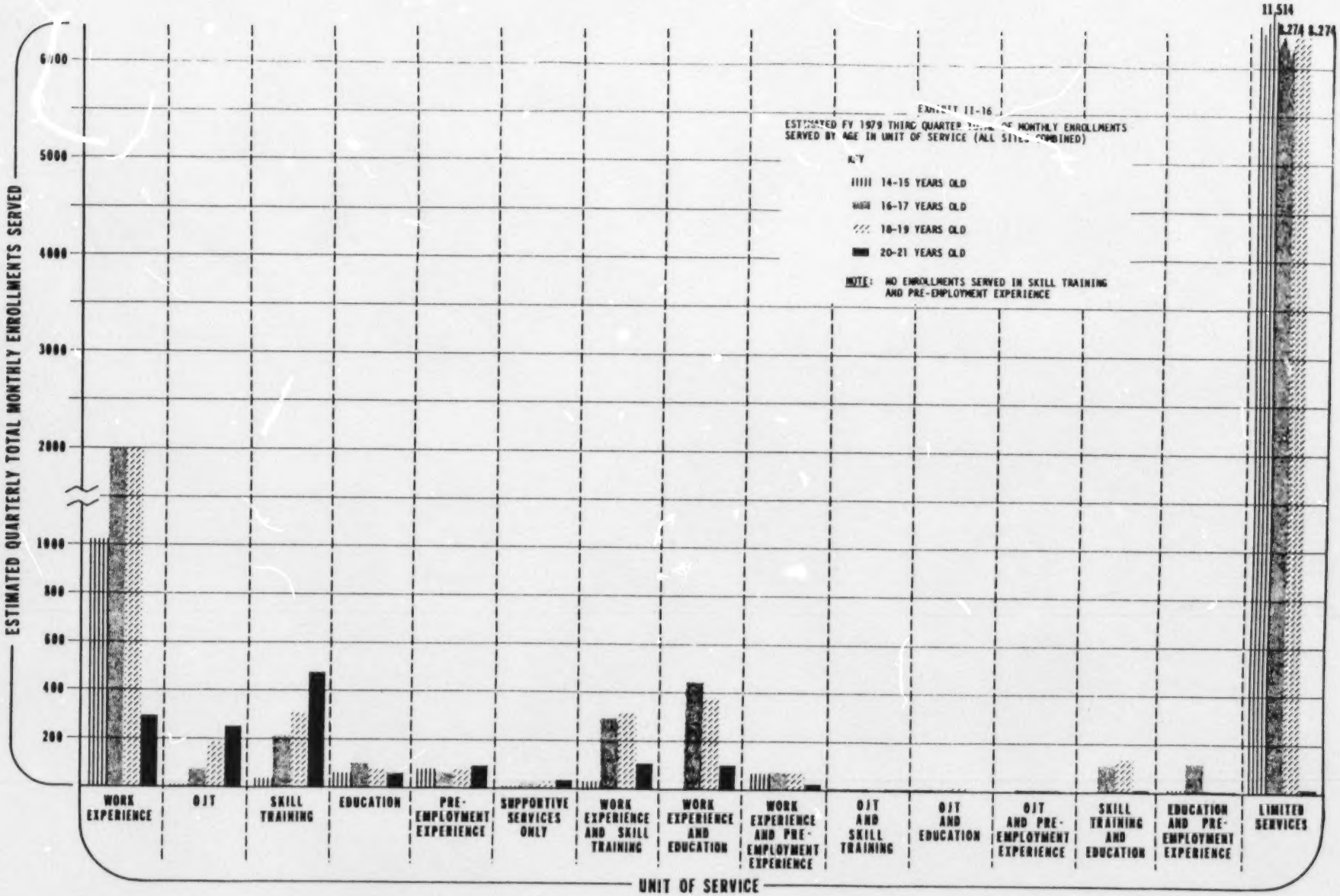
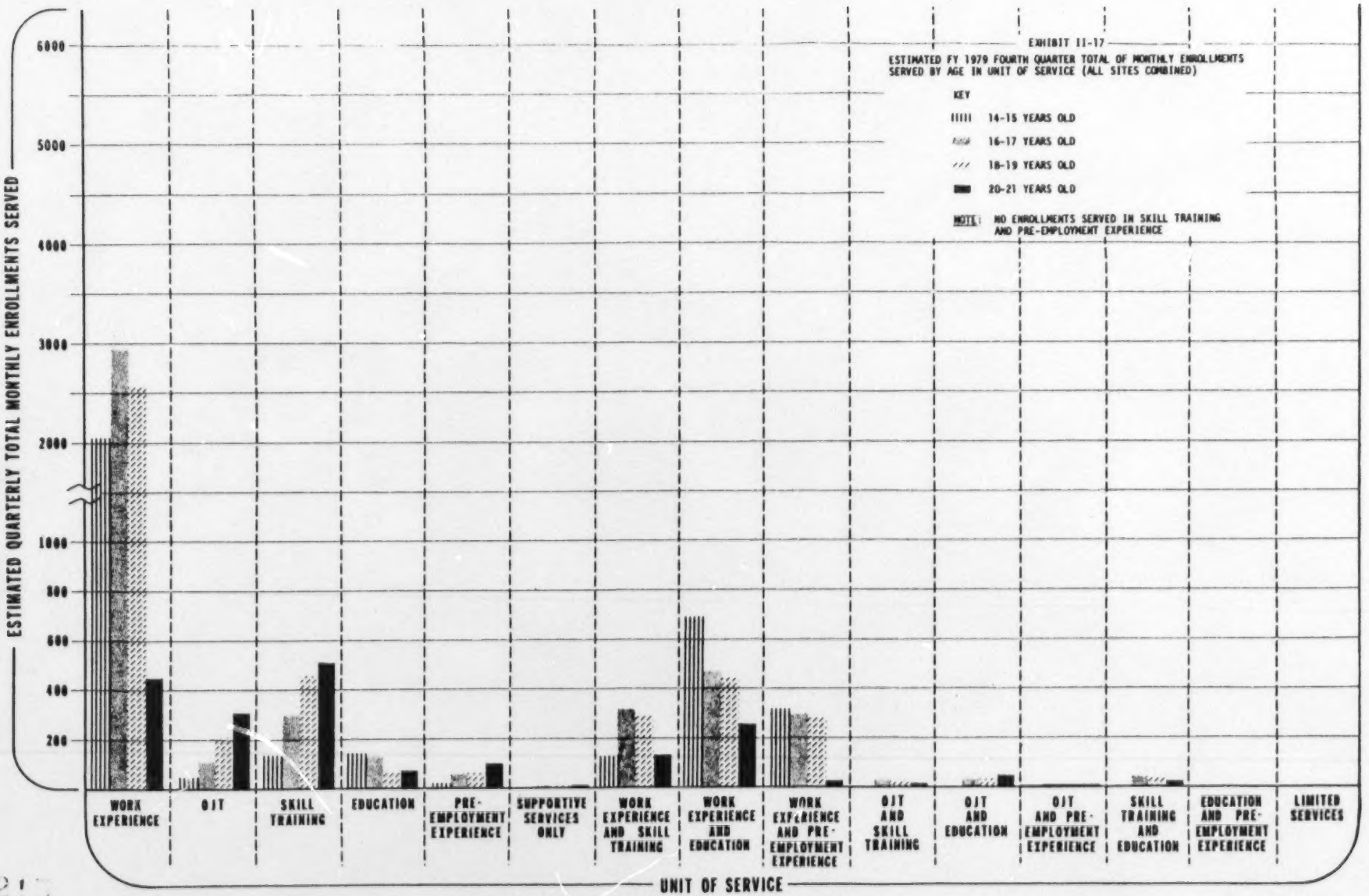


EXHIBIT II-16
ESTIMATED FY 1979 THIRD QUARTER TOTAL OF MONTHLY ENROLLMENTS SERVED BY AGE IN UNIT OF SERVICE (ALL STATES COMBINED)
KEY
14-15 YEARS OLD
16-17 YEARS OLD
18-19 YEARS OLD
20-21 YEARS OLD
NOTE: NO ENROLLMENTS SERVED IN SKILL TRAINING AND PRE-EMPLOYMENT EXPERIENCE
11,514
8,274
8,274
6000
5000
4000
3000
2000
1000
800
600
400
200
ESTIMATED QUARTERLY TOTAL MONTHLY ENROLLMENTS SERVED
WORK EXPERIENCE
OJT
SKILL TRAINING
EDUCATION
PRE-EMPLOYMENT EXPERIENCE
SUPPORTIVE SERVICES ONLY
WORK EXPERIENCE AND SKILL TRAINING
WORK EXPERIENCE AND EDUCATION
WORK EXPERIENCE AND PRE-EMPLOYMENT EXPERIENCE
OJT AND SKILL TRAINING
OJT AND EDUCATION
OJT AND PRE-EMPLOYMENT EXPERIENCE
SKILL TRAINING AND EDUCATION
EDUCATION AND PRE-EMPLOYMENT EXPERIENCE
LIMITED SERVICES
UNIT OF SERVICE

EXHIBIT II-17

ESTIMATED FY 1979 FOURTH QUARTER TOTAL OF MONTHLY ENROLLMENTS SERVED BY AGE IN UNIT OF SERVICE (ALL SITES COMBINED)



Excluding Limited Services, 14-15 year-olds were most often enrolled in Work Experience activities. During the first three quarters, most 14-15 year-olds were in Work Experience. In the second quarter, 14-15 year-olds were enrolled in Work Experience, Work Experience and Skill Training, and Work Experience and Education almost exclusively. In the third quarter, 14-15 year-old enrollments began to climb in many units due to the initiation of summer programs and continued to increase during the fourth quarter. However, most 14-15 year-olds remained primarily in Work Experience activities.

The 20-21 year-old participants were mostly enrolled in Skill Training and OJT units of service. This age group was most likely to be in Skill Training which accounted for approximately 32 percent of the 20-21 year-old enrollment during the year. Enrollments in OJT followed with 20 percent of the enrollment of this age group. 20-21 year old enrollment in Work Experience was approximately 17 percent of total enrollment in this age group; the proportion of 20-21 year-olds in Work Experience to other age groups was low. The pattern varied somewhat during the summer months when a sizeable number of 20-21 year-olds were enrolled in Work Experience and Education and Work Experience and Skill Training.

The 16-17 and 18-19 year-olds seemed to be enrolled in sizeable numbers in almost all units of service provided. The largest enrollments for both of these age groups were in Limited Services and Work Experience. 16-17 year-old enrollment seemed to be proportionately largest in Work Experience. Work Experience and Education, Education and Education and Pre-Employment Experience units of service. 18-19 year-old enrollment was larger in OJT, Skill Training, OJT and Education, and Work Experience and Skill Training for the first three quarters of FY 1979.

TABLE II-G

ESTIMATED FY 1979 QUARTERLY TOTAL OF MONTHLY ENROLLMENTS SERVED BY SCHOOL STATUS IN UNIT OF SERVICE (ALL SITES COMBINED)*

FY '79 PARTICIPANTS BY SCHOOL STATUS / UNIT OF SERVICE	1ST QTR				2ND QTR				3RD QTR				4TH QTR			
	IN SCHOOL		OUT SCHOOL		IN SCHOOL		OUT SCHOOL		IN SCHOOL		OUT SCHOOL		IN SCHOOL		OUT SCHOOL	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
WORK EXPERIENCE	1,864	12.4	546	15.6	2,206	8.4	757	17.6	4,459	13.2	1,062	20.9	4,707	47.8	1,452	29.2
ON-THE-JOB TRAINING	7	0.0	597	17.1	3	0.0	788	18.7	8	0.0	517	10.8	22	0.2	624	12.6
SKILL TRAINING	27	0.2	906	25.9	74	0.3	911	21.2	106	0.4	945	19.8	288	2.9	1,126	22.1
EDUCATION	0	0	159	4.5	0	0	240	5.6	180	0.4	222	4.6	258	2.6	174	3.5
PRE-EMPLOYMENT EXPERIENCE	3	0.0	73	2.1	2	0.0	179	2.8	117	0.3	168	3.4	64	0.6	232	4.5
SUPPORTIVE SERVICES ONLY	18	0.1	88	2.5	17	0.1	102	2.4	10	0.0	66	1.4	1	0.0	21	0.4
WORK EXPERIENCE AND SKILL TRAINING	77	0.5	244	7.0	91	0.3	584	13.5	77	0.2	694	14.3	354	3.6	606	11.3
WORK EXPERIENCE AND EDUCATION	92	0.6	689	19.7	139	0.5	797	18.6	125	0.4	845	17.7	1,193	12.1	781	14.6
WORK EXPERIENCE AND PRE-EMPLOYMENT EXPERIENCE	27	0.2	22	0.7	28	0.1	21	0.5	132	0.4	35	0.7	882	8.9	84	1.6
ON-THE-JOB TRAINING AND PRE-EMPLOYMENT EXPERIENCE	0	0	19	0.6	0	0	26	0.6	0	0	26	0.5	0	0	24	0.4
ON-THE-JOB TRAINING AND SKILL TRAINING	0	0	58	1.7	0	0	75	1.7	10	0.0	58	1.2	9	0.1	60	1.1
ON-THE-JOB TRAINING AND EDUCATION	0	0	8	0.2	0	0	8	0.2	0	0	4	0.1	0	0	4	0.1
SKILL TRAINING AND PRE-EMPLOYMENT EXPERIENCE	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
SKILL TRAINING AND EDUCATION	9	0.1	94	2.6	9	0.0	111	2.6	8	0.0	151	3.2	7	0.1	108	2.0
EDUCATION AND PRE-EMPLOYMENT EXPERIENCE	98	0.7	0	0	259	1.0	0	0	282	0.7	0	0	145	1.2	2	0.0
SUBTOTAL	2,161	14.9	3,500	100.0	2,823	10.7	4,289	100.0	5,442	16.2	4,778	100.0	9,295	100.1	5,347	100.0
LIMITED SERVICES	12,381	85.1	0	0	23,460	89.3	0	0	28,096	83.7	0	0	0	0	0	0
TOTAL	14,541	100.0	3,500	100.0	26,283	100.0	4,289	100.0	33,538	99.9	4,778	100.0	9,295	100.1	5,347	100.0

*NUMBERS REPRESENT THE SUM OF ENROLLMENTS SERVED IN MONTHS 1, 3, AND 3 OF THE QUARTER

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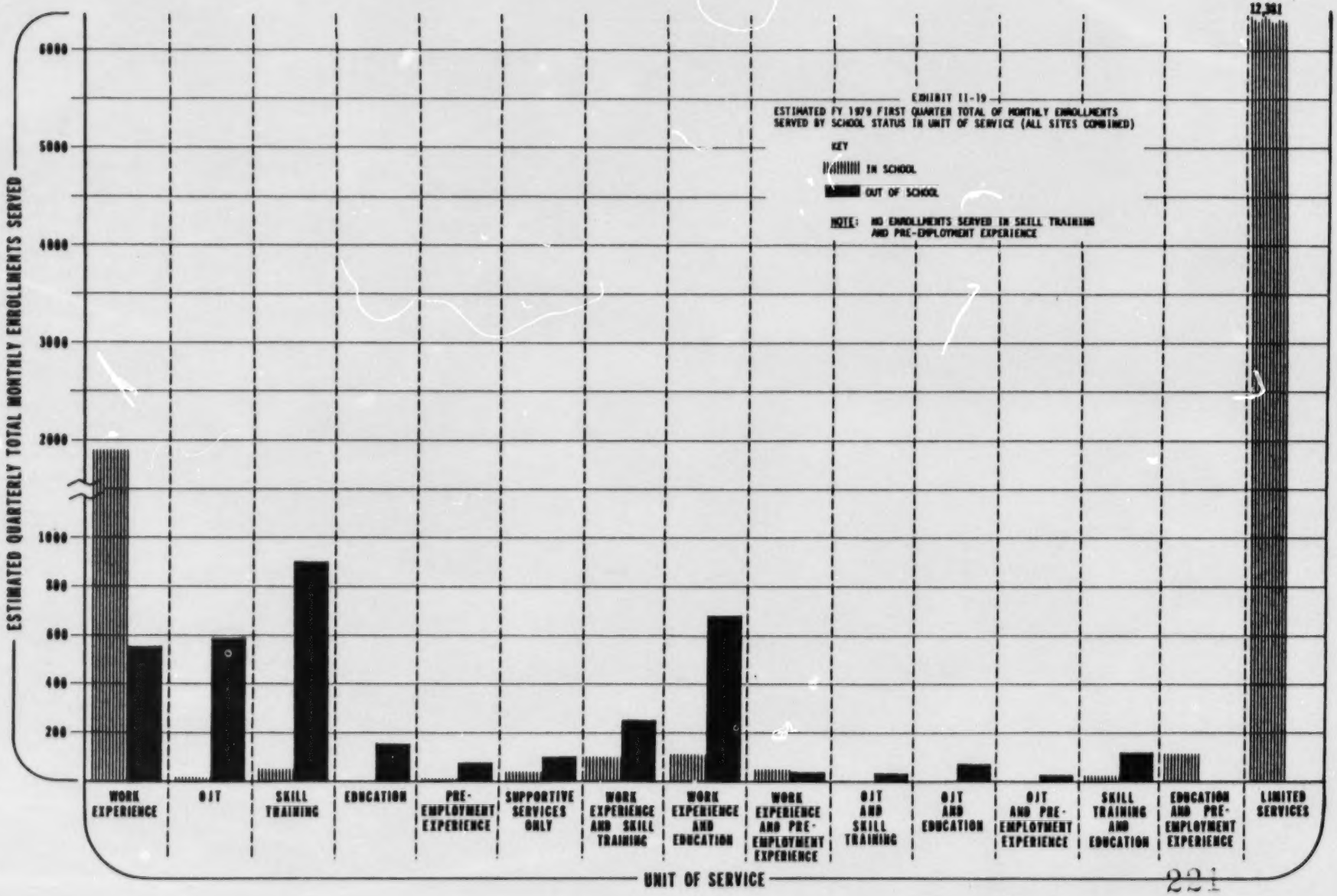


EXHIBIT II-19
ESTIMATED FY 1979 FIRST QUARTER TOTAL OF MONTHLY ENROLLMENTS SERVED BY SCHOOL STATUS IN UNIT OF SERVICE (ALL SITES COMBINED)
KEY
IN SCHOOL
OUT OF SCHOOL
NOTE: NO ENROLLMENTS SERVED IN SKILL TRAINING AND PRE-EMPLOYMENT EXPERIENCE
ESTIMATED QUARTERLY TOTAL MONTHLY ENROLLMENTS SERVED
6000
5000
4000
3000
2000
1000
800
600
400
200
12,381
WORK EXPERIENCE
OJT
SKILL TRAINING
EDUCATION
PRE-EMPLOYMENT EXPERIENCE
SUPPORTIVE SERVICES ONLY
WORK EXPERIENCE AND SKILL TRAINING
WORK EXPERIENCE AND EDUCATION
WORK EXPERIENCE AND PRE-EMPLOYMENT EXPERIENCE
OJT AND SKILL TRAINING
OJT AND EDUCATION
OJT AND PRE-EMPLOYMENT EXPERIENCE
SKILL TRAINING AND EDUCATION
EDUCATION AND PRE-EMPLOYMENT EXPERIENCE
LIMITED SERVICES
UNIT OF SERVICE

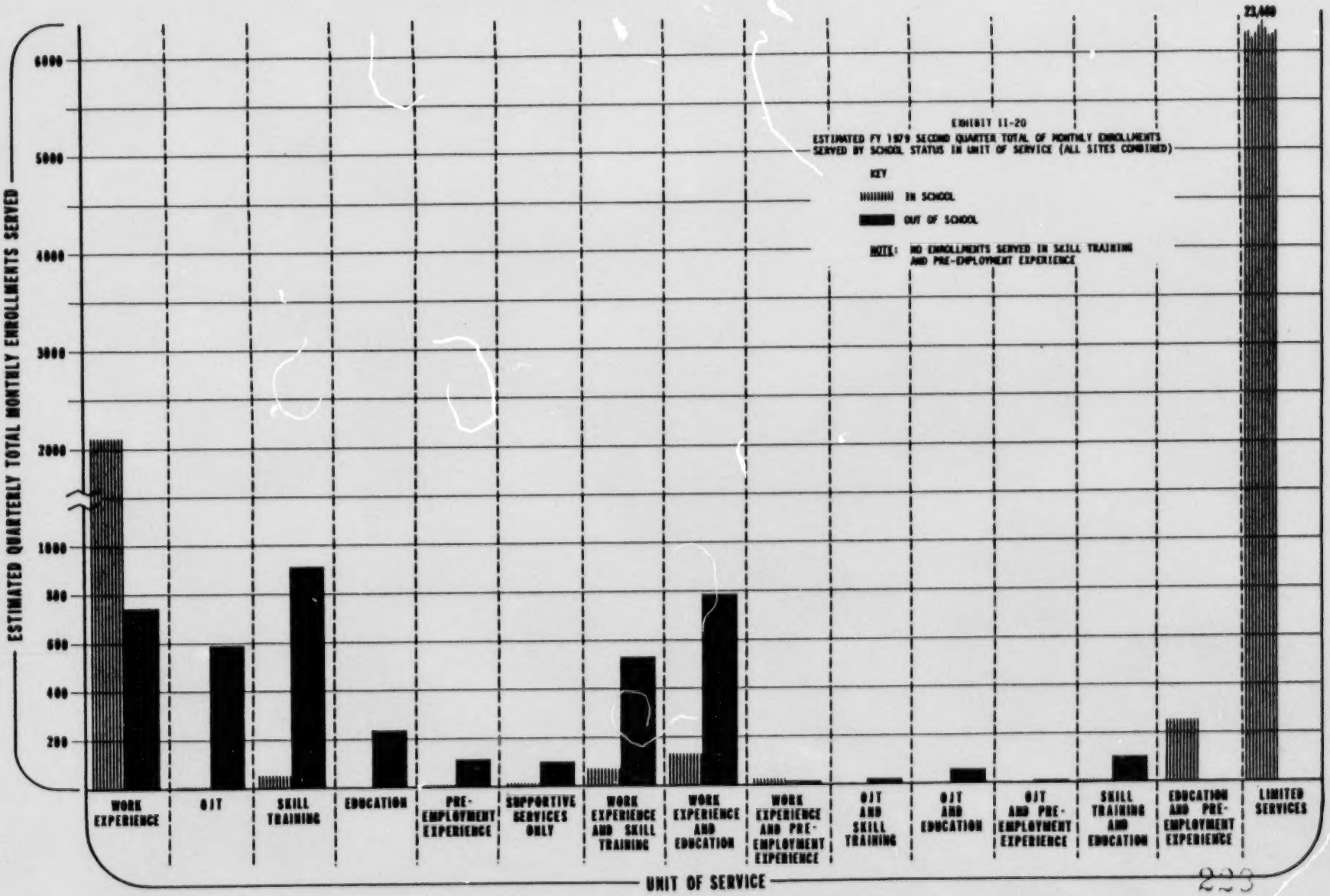


EXHIBIT II-20
ESTIMATED FY 1979 SECOND QUARTER TOTAL OF MONTHLY ENROLLMENTS SERVED BY SCHOOL STATUS IN UNIT OF SERVICE (ALL SITES COMBINED)
KEY
IN SCHOOL
OUT OF SCHOOL
NOTE: NO ENROLLMENTS SERVED IN SKILL TRAINING AND PRE-EMPLOYMENT EXPERIENCE
ESTIMATED QUARTERLY TOTAL MONTHLY ENROLLMENTS SERVED
6000
5000
4000
3000
2000
1000
800
600
400
200
23,400
WORK EXPERIENCE
OJT
SKILL TRAINING
EDUCATION
PRE-EMPLOYMENT EXPERIENCE
SUPPORTIVE SERVICES ONLY
WORK EXPERIENCE AND SKILL TRAINING
WORK EXPERIENCE AND EDUCATION
WORK EXPERIENCE AND PRE-EMPLOYMENT EXPERIENCE
OJT AND SKILL TRAINING
OJT AND EDUCATION
OJT AND PRE-EMPLOYMENT EXPERIENCE
SKILL TRAINING AND EDUCATION
EDUCATION AND PRE-EMPLOYMENT EXPERIENCE
LIMITED SERVICES
UNIT OF SERVICE

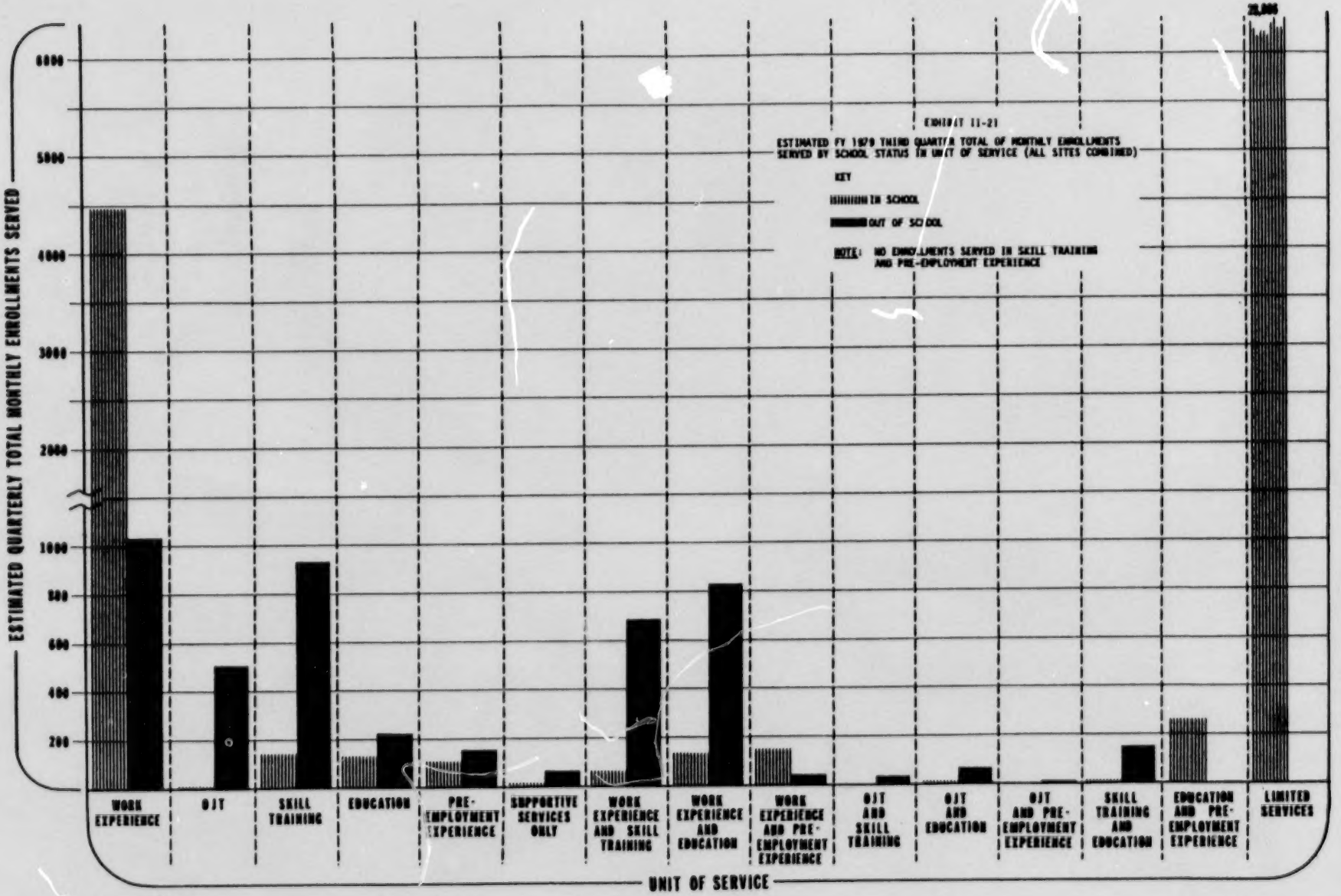


EXHIBIT II-21
ESTIMATED FY 1979 THIRD QUARTER TOTAL OF MONTHLY ENROLLMENTS SERVED BY SCHOOL STATUS IN UNIT OF SERVICE (ALL SITES COMBINED)
KEY
IN SCHOOL
OUT OF SCHOOL
NOTE: NO ENROLLMENTS SERVED IN SKILL TRAINING AND PRE-EMPLOYMENT EXPERIENCE
ESTIMATED QUARTERLY TOTAL MONTHLY ENROLLMENTS SERVED
6000
5000
4000
3000
2000
1000
800
600
400
200
WORK EXPERIENCE
OJT
SKILL TRAINING
EDUCATION
PRE-EMPLOYMENT EXPERIENCE
SUPPORTIVE SERVICES ONLY
WORK EXPERIENCE AND SKILL TRAINING
WORK EXPERIENCE AND EDUCATION
WORK EXPERIENCE AND PRE-EMPLOYMENT EXPERIENCE
OJT AND SKILL TRAINING
OJT AND EDUCATION
OJT AND PRE-EMPLOYMENT EXPERIENCE
SKILL TRAINING AND EDUCATION
EDUCATION AND PRE-EMPLOYMENT EXPERIENCE
LIMITED SERVICES
UNIT OF SERVICE

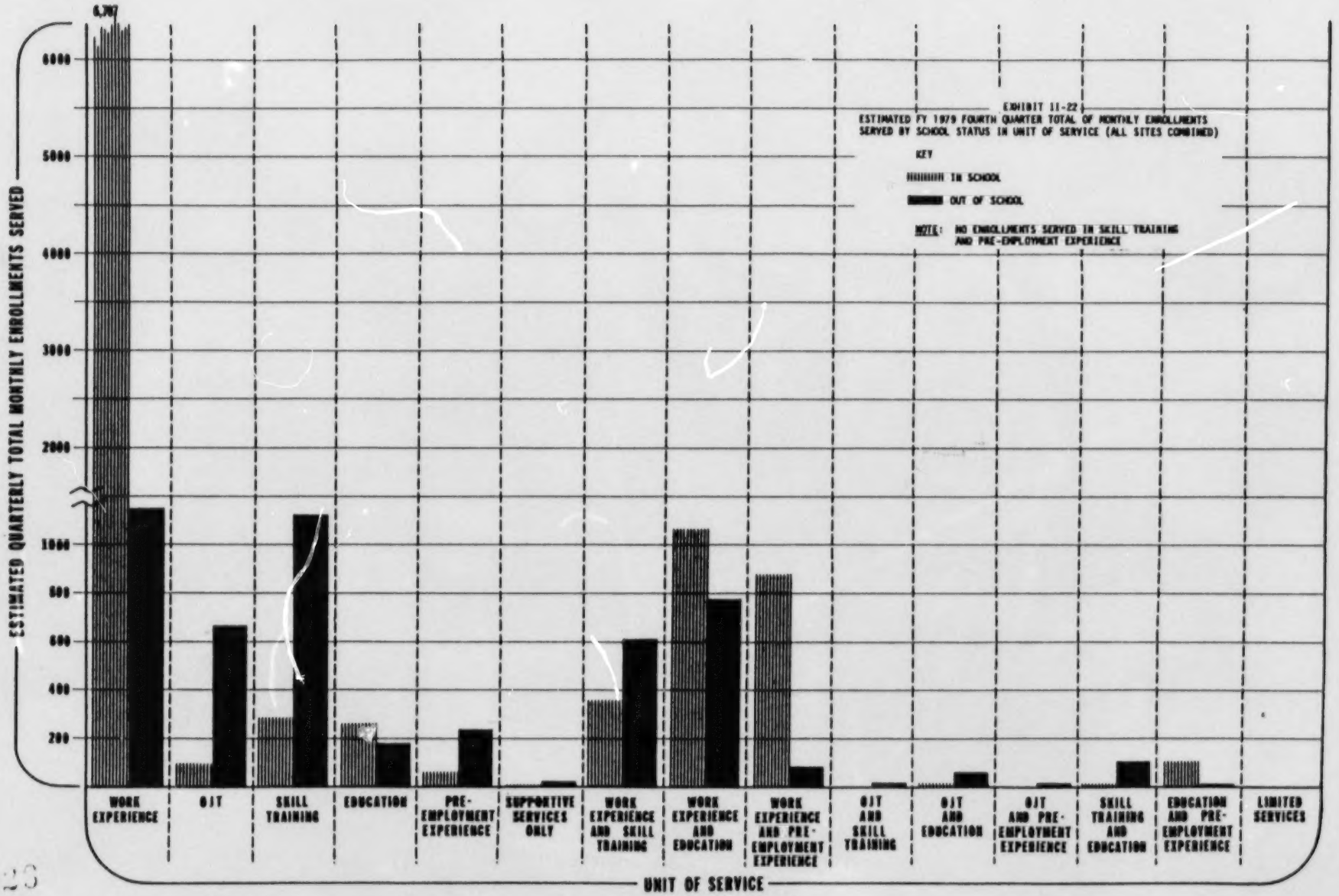


EXHIBIT II-22
ESTIMATED FY 1979 FOURTH QUARTER TOTAL OF MONTHLY ENROLLMENTS SERVED BY SCHOOL STATUS IN UNIT OF SERVICE (ALL SITES COMBINED)
KEY
IN SCHOOL
OUT OF SCHOOL
NOTE: NO ENROLLMENTS SERVED IN SKILL TRAINING AND PRE-EMPLOYMENT EXPERIENCE
6,767
6000
5000
4000
3000
2000
1000
800
600
400
200
ESTIMATED QUARTERLY TOTAL MONTHLY ENROLLMENTS SERVED
WORK EXPERIENCE
OJT
SKILL TRAINING
EDUCATION
PRE-EMPLOYMENT EXPERIENCE
SUPPORTIVE SERVICES ONLY
WORK EXPERIENCE AND SKILL TRAINING
WORK EXPERIENCE AND EDUCATION
WORK EXPERIENCE AND PRE-EMPLOYMENT EXPERIENCE
OJT AND SKILL TRAINING
OJT AND EDUCATION
OJT AND PRE-EMPLOYMENT EXPERIENCE
SKILL TRAINING AND EDUCATION
EDUCATION AND PRE-EMPLOYMENT EXPERIENCE
LIMITED SERVICES
UNIT OF SERVICE

Out-of-school enrollments were largest in Skill Training, averaging 22 percent of total out-of-school enrollments. Enrollment in Work Experience followed, primarily due to the large increase in enrollments during the third and fourth quarters. OJT served a sizeable percentage of out-of-school youth (14 percent of total out-of-school enrollments) and was almost exclusively an out-of-school activity. Work Experience and Skill Training served 11 percent of the out-of-school participants. An interesting exception to this trend was Work Experience and Education which served a large number of out-of-school youth in all four quarters.

The overall enrollment patterns for school status and age are similar. In-school youth were more likely to be found in Work Experience activities; out-of-school youth were more often in Skill Training and OJT related activities. Younger age groups were enrolled in Work Experience activities and older youth in training. In the summer, however, these distinctions were somewhat blurred.

Effective activities cannot easily be identified from an analysis of completion and noncompletion rates.

The completion trends, as indicated from Table II-7, show that most completions occurred in Limited Services, all during June. Exhibit II-24 graphically displays estimated monthly completions by unit of service. Completions in Work Experience were next highest, and showed a less erratic pattern than Limited Services. Work Experience and Education recorded a large number of completions as did Work Experience and Pre-Employment Experience. As can be seen in Table II-7, completions in almost all activities increased in the fourth quarter. The fourth quarter completion increase was due to the summer programs.

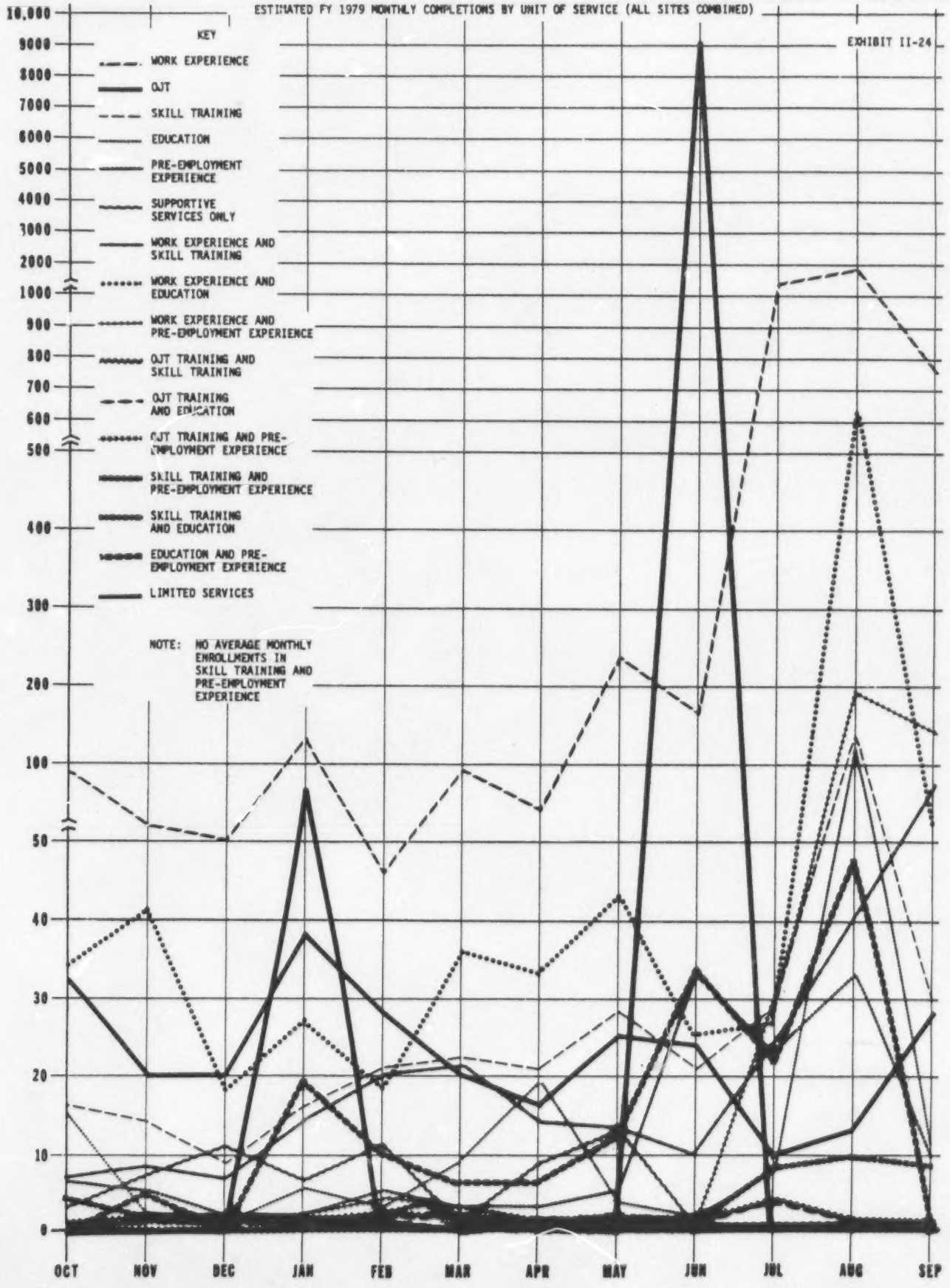
TABLE II-7

ESTIMATED FY 1979 MONTHLY PARTICIPANT OUTCOMES BY UNIT OF SERVICE (ALL SITES COMBINED)

UNIT OF SERVICE / FY '79 MONTHLY PARTICIPANT OUTCOMES	OCT		NOV		DEC		JAN		FEB		MAR		APR		MAY		JUNE		JULY		AUG		SEPT	
	COMP	NON	COMP	NON	COMP	NON	COMP	NON	COMP	NON	COMP	NON	COMP	NON	COMP	NON	COMP	NON	COMP	NON	COMP	NON	COMP	NON
	# %	# %	# %	# %	# %	# %	# %	# %	# %	# %	# %	# %	# %	# %	# %	# %	# %	# %	# %	# %	# %	# %	# %	# %
WORK EXPERIENCE	94 44 3	20 25 3	60 45 5	13 17 8	52 42 4	23 34 7	136 50 4	18 27 7	46 42 4	19 25 7	98 43 9	26 39 7	71 36 8	19 25 7	244 66 7	44 44 4	148 41 7	119 42 0	168 46 2	179 46 9	179 41 3	173 38 2	246 41 8	70 38 0
ON-THE-JOB TRAINING	32 15 1	20 25 3	20 14 9	10 14 5	20 16 1	19 27 3	38 14 1	4 6 2	28 16 1	9 12 2	20 19 0	9 13 2	16 18 3	8 10 8	25 6 9	8 8 1	24 10 2	5 1 8 1	16 10 8	8 2 9	19 10 4	10 11 4	28 12 4	19 10 3
SKILL TRAINING	16 7 5	12 15 2	14 10 3	14 20 5	9 7 2	10 14 3	16 5 9	13 18 0	21 12 1	8 10 8	22 9 9	13 17 3	21 10 9	12 16 2	28 7 2	12 12 1	21 10 2	19 18 7	25 12 3	12 14 3	13 9 4 6	30 14 2	30 12 6	14 7 6
EDUCATION	15 7 1	8 10 1	2 1 2	5 7 3	1 0 5	3 4 0	5 2 9	1 1 5	3 1 7	1 1 3	9 4 0	1 1 3	19 9 8	4 5 4	4 1 0	1 1 0	2 10 0	1 10 6	8 10 6	13 14 6	13 6 4 3	3 10 4	12 5 0	0 1 0
PRE-EMPLOYMENT EXPERIENCE	6 2 8	6 7 6	5 3 0	1 1 4	2 1 0	1 1 3	2 10 7	2 13 1	5 2 9	2 12 7	3 1 3	1 1 3	3 1 6	2 12 7	5 1 3	2 12 0	3 15 3	2 1 2	2 9 1 8	6 12 1	9 8 1 1	9 11 3	10 10 9	3 4 6
SUPPORTIVE SERVICES ONLY	3 1 4	1 1 3	8 4 7	0 1 0	11 5 6	0 1 0	7 3 6	3 4 2 8	11 6 3	6 8 1	1 10 4	3 4 0	4 2 1	4 5 4	13 8 3	3 8 0	1 10 0	0 1 0	1 10 1	13 14 6	1 10 0	2 10 3	0 1 0	0 1 0
WORK EXPERIENCE AND SKILL TRAINING	6 2 8	4 5 1	8 4 7	9 12 0	7 3 6	6 8 0	14 5 2	3 4 6	20 11 5	11 14 9	21 19 4	4 5 3	14 7 3	12 16 2	18 8 3	10 10 1	18 10 1	8 9 9	24 11 9	14 16 0	29 16	11 12 5	38 17 2	47 26 5
WORK EXPERIENCE AND EDUCATION	34 16 0	5 6 3	41 24 9	4 5 8	18 9 1	16 22 5	27 10 0	13 18 0	19 10 9	9 12 2	36 18 1	12 17 3	33 17 1	10 13 5	49 11 1	19 19 1	25 10 3	6 8 7	27 13 2	22 17 9	68 38 8	11 12 5	62 15 4	13 7 1
WORK EXPERIENCE AND PRE-EMPLOYMENT EXPERIENCE	0 1 0	1 1 9	1 10 6	0 1 0	1 10 5	0 1 0	2 10 7	1 1 5	4 2 3	2 12 7	3 1 8	0 1 0	1 10 5	2 12 7	0 1 0	1 1 0	1 10 0	0 1 0	30 12 4	4 1 4	19 4 6 4	4 5 16 5 0	48 9 2 5	14 7 6
ON-THE-JOB TRAINING AND SKILL TRAINING	1 10 5	0 1 0	1 10 6	0 1 0	1 10 5	0 1 0	1 10 4	0 1 0	2 10 1	1 1 3	2 10 9	0 1 0	1 10 5	0 1 0	2 10 5	0 1 0	1 10 0	0 1 0	4 10 3	8 2 9	1 10 0	0 1 0	1 10 1	2 10 1
ON-THE-JOB TRAINING AND EDUCATION	1 10 5	1 1 3	2 1 2	2 2 9	1 10 5	1 1 3	1 10 4	1 1 5	2 10 1	1 1 3	1 10 4	0 1 0	3 1 6	1 1 4	2 10 5	1 1 0	2 10 0	1 10 6	0 1 0	0 1 0	0 1 0	0 1 0	2 10 2	1 10 5
ON-THE-JOB TRAINING AND PRE-EMPLOYMENT EXPERIENCE	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	1 10 4	0 1 0	2 10 1	0 1 0	1 10 4	2 12 7	0 1 0	0 1 0	0 1 0	1 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0
SKILL TRAINING AND PRE-EMPLOYMENT EXPERIENCE	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0
SKILL TRAINING AND EDUCATION	4 1 9	1 1 3	2 10 2	0 1 0	2 10 0	1 1 3	1 10 4	0 1 0	1 10 6	1 1 3	0 1 0	2 12 7	1 10 5	0 1 0	2 10 5	0 1 0	1 10 0	1 10 6	8 10 6	0 1 0	10 10 3	2 10 3	9 4 8	1 10 5
EDUCATION AND PRE-EMPLOYMENT EXPERIENCE	0 1 0	0 1 0	5 3 0	6 8 7	0 1 0	0 1 0	19 7 0	1 1 5	10 5 7	4 5 4	6 2 7	1 1 3	6 3 1	0 1 0	12 3 1	2 2 0	34 16 4	1 10 6	22 11 2	1 10 4	48 12 6	0 1 0	0 1 0	0 1 0
SUBTOTAL	212 100.0	79 100.0	149 100.0	69 100.0	129 100.0	74 100.0	270 100.0	65 100.0	174 100.0	74 100.0	223 100.0	75 100.0	193 100.0	74 100.0	99 100.0	99 100.0	325 100.0	163 100.0	234 100.0	280 100.0	380 100.0	716 100.0	146 100.0	199 100.0
LIMITED SERVICES					7 5 8 7 6	1 1 3											7 2 5 6 7	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0	0 1 0
TOTAL	212 100.0	79 100.0	149 100.0	69 100.0	197 100.0	75 100.0	270 100.0	65 100.0	174 100.0	74 100.0	223 100.0	75 100.0	193 100.0	74 100.0	99 100.0	99 100.0	325 100.0	163 100.0	234 100.0	280 100.0	380 100.0	716 100.0	146 100.0	199 100.0

ESTIMATED FY 1979 MONTHLY COMPLETIONS BY UNIT OF SERVICE (ALL SITES COMBINED)

EXHIBIT II-24



The noncompletion trends, as displayed in Exhibit II-25, showed a pattern similar to the completion trends. Noncompletions, as explained in the first quarterly report, were identified as those participants recorded in the FY 1979 CETA nonpositive termination categories. Work Experience accounted for the most noncompletions, with a large number of noncompletions also recorded in Work Experience and Pre-Employment Experience and Work Experience and Skill Training and Skill Training units of service. Noncompletions increased greatly from June through September. As with completions, this is primarily due to the summer programs.

In analyzing completion and noncompletion rates for 1979, it is very difficult to identify the "most effective" activities in achieving positive outcomes. One reason is that the summer program completions tended to distort the trends, due to the large influx of summer participants. Another reason is that the term "completions" generally included all positive terminations and transfers. In the absence of specific criteria to measure success, there was no way to determine if a transfer (i.e., completion) resulted from successful or unsuccessful participation. CYEP performance measures will correct this for FY 1980, but the limitation exists for FY 1979 data. For analysis, it is also necessary to consider the purpose of the activity or service and what a completion in that activity may denote; i.e., whether or not the participant achieved the stated competency standard(s) as documented in his/her EPR.

Displayed in Table II-8 below are the annual completion rates for all FY 1979 units of service.

ESTIMATED FY 1979 MONTHLY NONCOMPLETIONS BY UNIT OF SERVICE (ALL SITES COMBINED)

EXHIBIT II-25

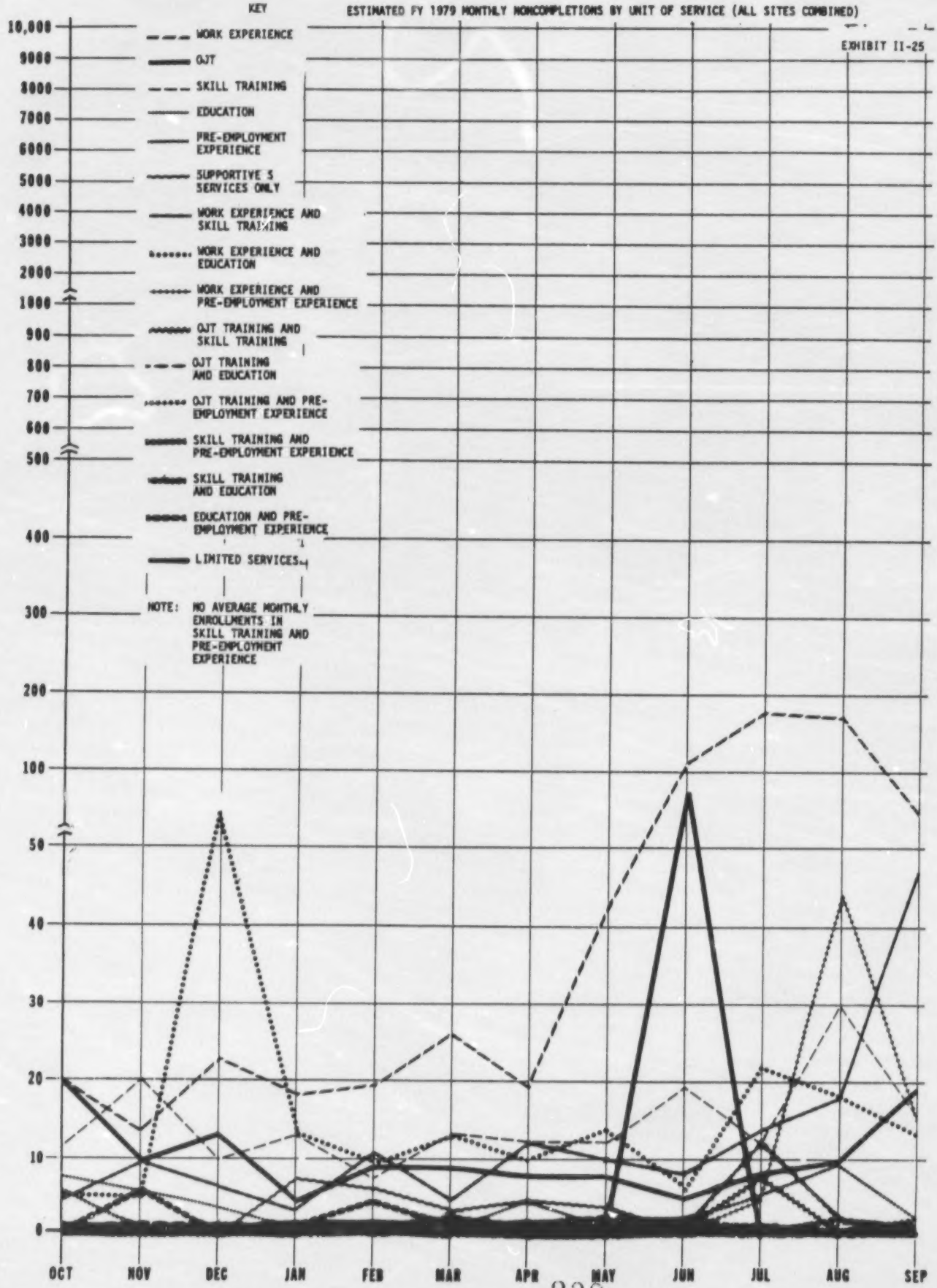


Table II-8

FY 1979 Annual Completion Rates and Noncompletion Rates by Unit of Service

	Completion Rate	Noncompletion Rate
Work Experience	86%	14%
OJT	69	31
Skill Training	68	32
Education	84	16
Pre-Employment Experience	78	22
Supportive Services	60	40
Work Experience-Skill Training	63	37
Work Experience-Education	87	13
Work Experience-Pre-Employment Experience	84	16
OJT-Skill Training	62	38
OJT-Education	61	39
OJT-Pre-Employment Experience	71	29
Skill Training-Education	82	18
Education-Pre-Employment Experience	91	9
Limited Services	99.9	.01

- Expenditures for youth services increased during FY 1979 with the highest expenditures occurring in the fourth quarter; Work Experience related activities accounted for most of the annual FY 1979 expenditures.

As mentioned in Chapter I, the expenditures data resulted from a significant amount of estimation. No Prime Sponsors utilized individual participant tracking for expenditures. This resulted in a high degree of estimation for Title IIB expenditures which were prorated from Title and activity total expenditures.

As Table II-9, Estimated FY 1979 Monthly Expenditures by Unit of Service, displays, most of the FY 1979 expenditures occurred in the fourth quarter. Total expenditures by quarter were:

First quarter: 13.1%
Second quarter: 17.1%
Third quarter: 23.5%
Fourth quarter: 46.3%

TABLE II-9

MONTHLY EXPENDITURES BY UNIT OF SERVICE (ALL SITES COMBINED)

UNIT OF SERVICE \ MONTHLY EXPENDITURE	OCT		NOV		DEC		JAN		FEB		MAR		APR		MAY		JUNE		JULY		AUG		SEPT	
	PROG SUPP	PART SUPP	PROG SUPP	PART SUPP	PROG SUPP	PART SUPP	PROG SUPP	PART SUPP	PROG SUPP	PART SUPP	PROG SUPP	PART SUPP	PROG SUPP	PART SUPP	PROG SUPP	PART SUPP	PROG SUPP	PART SUPP	PROG SUPP	PART SUPP	PROG SUPP	PART SUPP	PROG SUPP	PART SUPP
	$ — %	$ — %	$ — %	$ — %	$ — %	$ — %	$ — %	$ — %	$ — %	$ — %	$ — %	$ — %	$ — %	$ — %	$ — %	$ — %	$ — %	$ — %	$ — %	$ — %	$ — %	$ — %	$ — %	$ — %
WORK EXPERIENCE	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
ON-THE-JOB TRAINING	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
SKILL TRAINING	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
EDUCATION	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
PRE-EMPLOYMENT EXPERIENCE	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
SUPPORTIVE SERVICES ONLY	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
WORK EXPERIENCE AND SKILL TRAINING	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
WORK EXPERIENCE AND EDUCATION	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
WORK EXPERIENCE AND PRE-EMPLOYMENT EXPERIENCE	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
ON-THE-JOB TRAINING AND SKILL TRAINING	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
ON-THE-JOB TRAINING AND EDUCATION	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
ON-THE-JOB TRAINING AND PRE-EMPLOYMENT EXPERIENCE	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
SKILL TRAINING AND PRE-EMPLOYMENT EXPERIENCE	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
SKILL TRAINING AND EDUCATION	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
EDUCATION AND PRE-EMPLOYMENT EXPERIENCE	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
SUBTOTAL	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
LIMITED SERVICES	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
TOTAL	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]

Summer programs accounted for the major increase in expenditures during the fourth quarter. Expenditures increased from quarter to quarter throughout the year. Excluding Limited Services, this trend was similar to that for quarterly enrollments and may have indicated that many youth programs were not fully implemented until the second or third quarters. Limited Services, which greatly affected enrollment did not have a similar influence on expenditures due to low program costs.

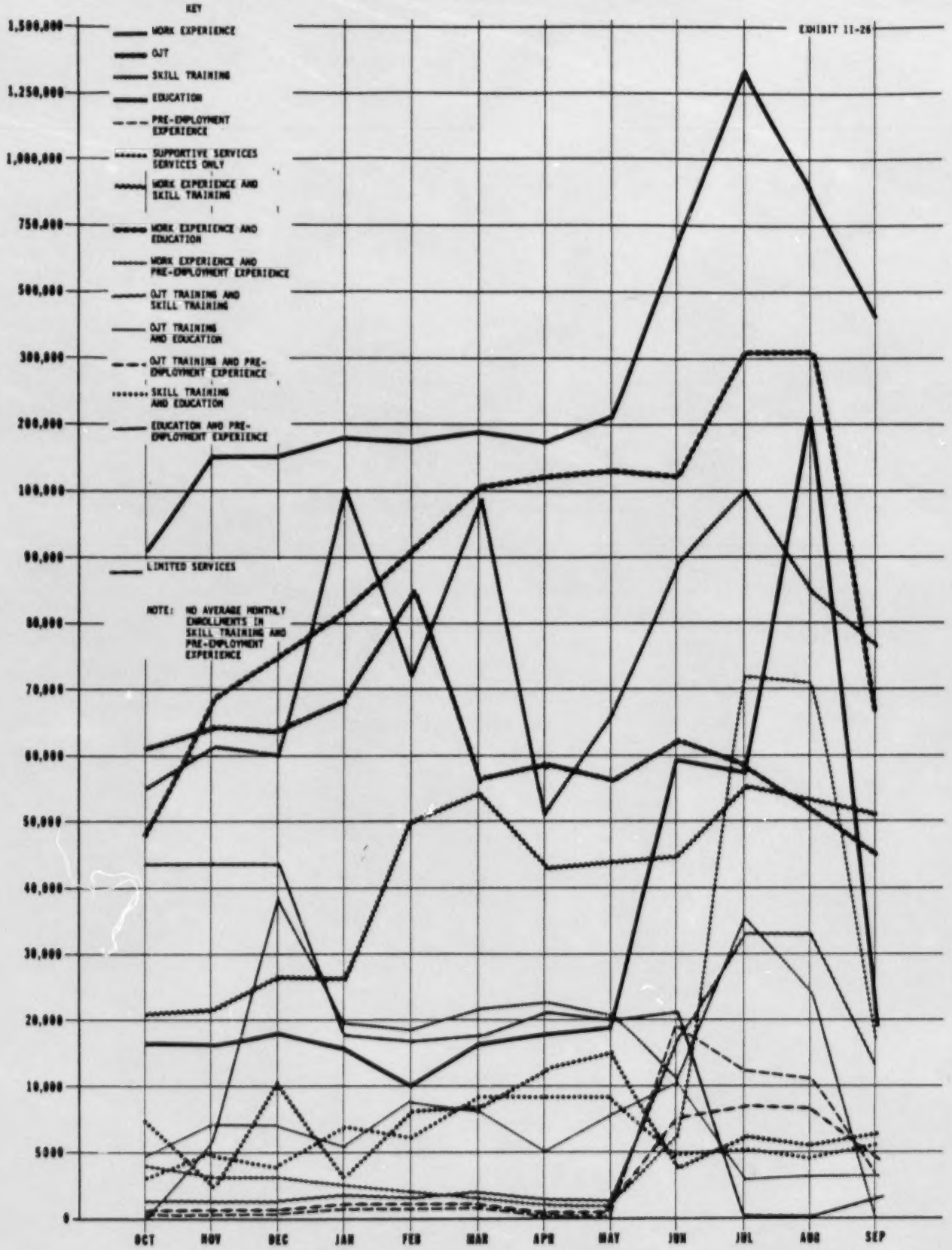
As seen on Exhibit II-26, July experienced the largest expenditure level of any month, accounting for 21 percent of the annual total. October had the lowest monthly expenditures (approximately 4 percent). This pattern generally conformed to the average enrollment pattern with low October enrollment and peak enrollment in May and June. The lag of one month between enrollment peak (June) and expenditure peak (July) was not unusual, and may have been caused by participant tracking and accounting procedures utilized by sites.

Expenditures were largest for Work Experience which accounted for about 49 percent of total expenditures. Work Experience and Education followed. representing about 16 percent of total expenditures. Expenditures for Skill Training represented 9 percent of the total; for OJT, 7 percent of the total; and for Work Experience and Skill Training, 5 percent of the total. Limited Services represented about 3 percent of total FY 1979 expenditures.

The emphasis on Work Experience activities reflected in total expenditures was also reflected in cost groupings. Participant support (wages, fringe benefits, allowances) accounted for approximately 72 percent of total expenditures. Program support (training, service, worksite supervision) accounted for approximately 28 percent. Cost groupings by activities

ESTIMATED FY 1979 MONTHLY EXPENDITURES BY UNIT OF SERVICE (ALL SITES COMBINED)

EXHIBIT II-26



generally followed expected patterns. OJT was somewhat of an exception; it had a relatively equal match of program support and participant support until March 1979. One site administered an OJT public sector program which paid wages. This program was dropped after the second quarter and most of the remaining funds were in program support.

Table II-10 displays average unit cost figures for the four quarters. Reviewing the table, unit costs varied greatly from quarter to quarter. Most unit costs increased during the fourth quarter -- some dramatically. This increase was probably due to the trend observed earlier, where many programs geared down during September. The formula for calculating quarterly unit costs utilized end-of-quarter enrollments. Because summer programs began and ended within the fourth quarter, the high expenditure and low enrollment figures used distorted the fourth quarter unit costs. In order to decrease the fourth quarter variance, annual average unit costs were also computed. The annual average unit cost for each unit of service is displayed in Table II-10, below.

Table II-11

FY 1979 Annual Average Unit Cost

Unit of Service	Annual Average Unit Cost
Work Experience	$ 657
OJT	1,116
Skill Training	1,336
Education	1,054
Pre-Employment Experience	223
Supportive Services	1,043
Work Experience-Skill Training	876
Work Experience-Education	1,426
Work Experience-Pre-Employment Experience	510
OJT-Skill Training	3,809
OJT-Education	882
OJT-Pre-Employment Experience	4,316
Skill Training-Education	474
Education-Pre-Employment Experience	980
Limited Services	18

TABLE II-10

ESTIMATED FY 1979 AVERAGE QUARTERLY UNIT COST BY UNIT OF SERVICE (ALL SITES COMBINED).

UNIT OF SERVICE / FY'79 AVERAGE QUARTERLY UNIT COST (IN DOLLARS)	1ST QTR	2ND QTR	3RD QTR	4TH QTR
WORK EXPERIENCE	$ 522	$ 672	$ 303	$ 1,320
ON-THE-JOB TRAINING	1,143	1,301	1,714	690
SKILL TRAINING	613	931	508	450
EDUCATION	654	629	476	2,408
PRE-EMPLOYMENT EXPERIENCE	44	51	289	310
SUPPORTIVE SERVICES ONLY	668	668	1,341	1,152
WORK EXPERIENCE AND SKILL TRAINING	678	1,165	758	923
WORK EXPERIENCE AND EDUCATION	995	1,310	1,940	1,437
WORK EXPERIENCE AND PRE-EMPLOYMENT EXPERIENCE	706	483	48	1,066
ON-THE-JOB TRAINING AND SKILL TRAINING	548	775	2,592	13,284
ON-THE-JOB TRAINING AND EDUCATION	964	1,005	1,019	513
ON-THE-JOB TRAINING AND PRE-EMPLOYMENT EXPERIENCE	414	1,515	8,932	20,912
SKILL TRAINING AND PRE-EMPLOYMENT EXPERIENCE	0	0	0	0
SKILL TRAINING AND EDUCATION	395	616	425	455
EDUCATION AND PRE-EMPLOYMENT EXPERIENCE	596	780	928	3,564
LIMITED SERVICES	3	9	16	0

It appears that the OJT related activities were more expensive although this may reflect limitations in the estimating procedures. Work Experience unit costs were low, probably due to its extensive use of in-school youth who only worked part time at minimum wage. The unit cost for Work Experience and Education, which served out-of-school youth, was considerably higher. The lowest unit cost was that for Limited Services.

In summary, traditional patterns of expenditures were followed in the eight demonstration sites during FY 1979.

C. Employability Plan and Record and Service Agreements

Employability Plan and Records, as currently designed, suggest an approach to serving youth that is little changed from the traditional approaches used at these sites in FY 1979. The EPR has now been defined by the Office of Youth Programs as a file rather than a specific document. At most sites the information in this file will be more voluminous than in the past. However, it does not appear to be more than a formalization of employability planning as it existed under categorical programs. It is instructive that most Prime Sponsor and subrecipient staff feel that the EPR has meant much more time devoted to paperwork, yet few feel that there will also be positive benefits such as more individualized planning or better tracking. Similarly, significant changes are usually accompanied by implementation problems, yet few staff expect any problems, other than added paperwork, as a result of the EPR.

Field observers were asked to collect samples of the forms to be included in the EPR at each site and to review a small number of completed EPR's.

This was done in order to make a preliminary assessment of each Prime Sponsor's approach to the EPR and to prepare for the sampling of FY 1980 youth participant records. The analysis of the sampled records should provide a much fuller picture of the employability development process at each site; the data at hand, however, is sufficient to identify issues to be explored in greater depth as the evaluation proceeds.

At some sites, Prime Sponsors have sole responsibility for preparing and maintaining EPR's; at some sites, both functions have been delegated to subrecipients. At other sites, either some subrecipients are responsible for EPR's while others are not, or subrecipients are responsible for only portions of the EPR. Most sites have duplicate files of at least parts of the EPR in Prime Sponsor and subrecipient offices, but there are not necessarily complete files at any single location.

One purpose of the EPR is to provide data on participants' characteristics and needs, activities and outcomes, for use in program planning. To the extent that complete files are not maintained in a single location, using the EPR as a tool for program planning will probably be a cumbersome and difficult process.

Delegation of responsibility for EPR's introduces problems of quality control and makes a consistent approach to the use of the EPR more difficult to achieve. Tracking participant's progress through an employability development plan calling for a number of units of service over a span of several years will also be very difficult to the extent that Prime Sponsors do not maintain complete EPR's or do not determine the unit of service in which a youth is to be enrolled. As the process evaluation proceeds, of particular interest will be the procedures which Prime Sponsors establish for revising EPR's and moving participants from one unit of service to another.

At most sites, it appears that EPR's, like the EDP's which they replace, facilitate an approach to employability development according to which:

- Only one unit of service at a time is planned
- Planning is restricted to what is provided by CYEP
- Assessment, goals and activities are not explicitly linked
- Employability development is only loosely tied to performance standards, certifications or credentialling.

At all but one site, each participant's goals are recorded and at four of the eight sites the steps to achieve those goals are listed or summarized in narrative form. It cannot yet be determined whether even for these four sites the steps are sequences of activities planned in advance. The prevailing practice seems to be that youth are assigned to a unit of service and the next step is not contemplated until the first has been completed. For the majority of current participants, enrollment in an activity preceded rather than followed the development of an employability development plan, although this may only have been a temporary expedient necessary for rapid implementation of CYEP. At one site, no long or short-range goals are recorded in the participant's EPR.

At five sites, the formats of documents in the EPR suggest that any steps outlined to achieve goals will be only those provided by CYEP, that Service Agreements will be written only with the Prime Sponsor or CYEP subrecipients and that there will be no formal identification or tracking of services provided by non-CETA organizations. At at least one site, even if it is known that a participant is receiving services from a related agency, this will not be recorded in the EPR. EPR's at

three sites do indicate that the Prime Sponsor plans to integrate non-CETA resources in employability development planning by making referrals to, tracking services provided by, and establishing Service Agreements with, non-CETA agencies.

EPR's contain information on participant's background and interests, assessment results, goals and activities. At six sites, however, the links between these are not explicit. It cannot yet be determined whether assessment, goal setting and activity planning take place as aspects of a single process or as three independent and perhaps unrelated processes. At at least one site, Prime Sponsor staff assess the participant; subrecipient staff prepare the employability development plan, making the link between the two processes especially difficult. At one site, EPR's do clearly link the participant's aptitudes and interests to employment goals; at another site, goals are clearly linked to activities.

Prime Sponsors' difficulties in developing program measures are reflected in the incomplete incorporation of the concepts of performance standards, certification and credentialling into the EPR. At present, one or more of the following applies to all eight sites: (1) performance standards are not identified, (2) certifications to be achieved or certification criteria are not identified, (3) outcomes are defined only in terms of completion/noncompletion, or (4) there is no apparent procedure for determining and recording whether a performance standard or a certification has been achieved.

EPR's contain two key documents--the Service Agreement and a form variously called the Employability Plan, EPR, EDP or similar title. At six of the eight sites, Service Agreements are written for each unit of service and provide more detailed timetables and descriptions of activities than is included in the EDP. At two of these sites, however, while Service Agreements are written for each unit of service, the differentiation between the EDP and the Service Agreement is not clear; much of the same information is included on both. At one other site, the Service Agreement is not an agreement; rather it is a record of planned and actual service dates and results by unit of service. At another site, a Service Agreement covers multiple units of service. Expected and actual results are described in narrative, but not necessarily by unit of service and activities are not described.

D. Credentialling and Program Measurement

None of the eight CYEP demonstration sites had performance standards for units of service or certification criteria in place as of December 1979. One site has developed an overall framework or design for these measures, however, and most of the sites have developed assumptions or definitions that will provide a basis for the measures themselves.

Several sites are using a task force approach for developing program measures. In some cases, subrecipients and/or advisory bodies are to be actively involved. Generally, these task forces are just being formed or are just beginning their work.

Prime Sponsors appear to be encountering a considerable amount of difficulty in the program measurement area. Common problems are:

- Lack of clear distinctions among the levels of measurement. The nature of performance standards and certification criteria, their relationship and at what level each type of measure should be applied are undefined at several sites
- Difficulty in determining what measures are appropriate and meaningful in the "softer" areas of Pre-Employment and Work Experience
- Some discomfort at the Prime Sponsor or sub-recipient level in establishing a system of uniform standards. To some this appears to be contrary to the individualized planning concept underlying CYEP
- Uncertainty about the willingness of educational institutions and private employers to accept or give credibility to CYEP program measures.

Links with established credentialling requirements for educational programs have already been established by several Prime Sponsors. While plans are being made to extend these linkages, Prime Sponsors are somewhat uncertain about the outcome.

Overall, there appears to be a lack of consensus about how program measures are to be applied under CYEP. This uncertainty, as well as some perceived lack of expertise in developing these measures, is contributing to slow progress. It appears that none of the demonstration sites will be able to adhere to their original implementation schedules for program measures.

E. Administrative Changes Necessitated by CYEP

The first quarter of FY 1980 was too early in the CYEP implementation process for any significant changes in administrative procedures to be

detected. The third quarterly report will focus more directly on this area, based on Prime Sponsor's experiences in meeting CYEP reporting requirements.

During the first quarter, widespread concern was in evidence about the increased paperwork that was being generated by CYEP. This paperwork was occurring at the subrecipeint and counselor level in EDP and Service Agreement preparation as well as within central office MIS and fiscal units. Prime Sponsors with manual MIS systems are expected to have difficulty in meeting deadlines for federal CYEP reports. One Prime Sponsor which is converting to an automated system has not made the progress that was originally anticipated.

A number of sites are planning to maintain EPR and Service Agreement files at the subrecipient or local office level. These Prime Sponsors may have the most difficulty in gaining timely access to participant data for management purposes.

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